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FINAL REPORT

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION
TEAM REVIEWING
THE CIA LANGUAGE INCENTIVE PROGRAM

19 SEPTEMBER 1980

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INTRODUCTION

Dramatic international events in the late 1970's forced the CIA to reexamine its language capabilities. As a result, the Agency recognized the need to both maintain and increase its language skills. A new Language Incentive Program was established effective 1 October 1979 as a means of assuring that the Agency will be able to meet its heavy responsibilities of the 1980's; a part of the new Program is an annual review to assess its effectiveness.

In July 1980, the Agency contracted with the National Academy of Public Administration (NAPA) to conduct the first annual review. It became evident to the NAPA Team early in its review that the Language Incentive Program is one aspect of an overall program needed to identify language requirements and to employ, develop and utilize resources to meet those requirements. This report, therefore, includes the NAPA Team's findings, conclusions and recommendations on all aspects of a total language program.

Our findings indicate that the Language Incentive Program has been extremely useful in showing top management support for language capabilities, in getting managers to think in terms of requirements and resources, and in encouraging employees to achieve, use and maintain languages. ILLEGIB

The Agency has made a fine start. Our report is intended to provide a framework and sense of direction for building on that start and includes recommendations in terms of specific actions and priorities.

It has been a pleasure for NAPA to serve the Agency again. It is our hope that this report will contribute to CIA's ability to meet its goals.

Methodology

The NAPA Team, comprised of Dr. Richard L. Chapman, Dr. Howard Sollenberger, Dr. Erasmus Kloman and Mr. George Maharay, started its work on 14 July 1980. It received briefings from the Office of Training and met with the Language Development Committee, representatives from each Directorate, 20 Division or Office Directors and their staffs, DDO overseas returnees, [redacted] students in the part-time language program and others in the Agency. In addition, the Team contacted the Office of the Director General and the Foreign Service Institute in State, the Defense Intelligence Agency, the Foreign Agricultural Service, the Modern Language Association and the Business Council for International Understanding. Reports and records within the Agency and from outside, such as the President's Commission on Foreign Languages and International Studies, State's report on "Officer Positions Overseas and Language Skills of Incumbents," and its proposed regulations on its new language incentive program, were reviewed. A listing of meetings held by the NAPA Team and a bibliography of references and reports reviewed are contained in Appendices 1 and 2.

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When the first draft of this report was completed, it was distributed to the Language Development Committee and to the persons in the Agency previously contacted for a quick "turn-around" review and comment. At this point, Ambassador Carol G. Laise and Bertrand M. Harding, leaders of the earlier NAPA Study on "The CIA Personnel Management System," participated in reviewing comments received and developing the final report.

As with the earlier NAPA Report, it is hoped that wide distribution of this report will be made and that action based upon it will ensue only after careful analysis of requirements and the options available to meet them.

EXECUTIVE SUMMARY

A. Background

In September 1979, the Agency initiated a new Language Incentive Program as a means of assuring that language skills were being achieved, utilized and maintained.

The National Academy of Public Administration (NAPA) was called upon to make an assessment of the Language Incentive Program in terms of how well it was meeting the purposes for which it was intended. Our report contains that assessment in terms of findings and conclusions as well as recommendations and priorities for action. It covers the Language Incentive Program but, of necessity, goes beyond it and deals with all aspects of the language program including requirements, goals, acquiring, using and maintaining language capability, leadership for the language program, and accountability for implementing it, and finally, the institutionalization of the program.

B. Perspective on the Foreign Language Problems

The problems the Agency faces must also be seen as interrelated with national and US governmental problems, policies and programs.

The background evidence to the Helsinki Accords, which were signed by the United States, indicates that growing ethnocentric nationalism is one of the present realities; and that understanding (if not agreement) depends to a large extent on effective linguistic communication.

The report of the President's Commission on Foreign Language and International Studies entitled Strength Through Wisdom - A Critique of US Capability (November 19, 1979) said, "Nothing less is at issue than the nation's security... the United States requires far more reliable capacities to communicate with its

allies, analyze the behavior of potential adversaries and earn the trust and sympathies of the uncommitted. Yet there is a widening gap between these needs and the American competence to understand and deal successfully with other peoples in a world in flux."

Personnel in Foreign Affairs Agencies require a knowledge and understanding of foreign cultures, the ability to operate within them and a "working" or "professional" level of proficiency in the language or languages of the countries with which we deal either as friends, allies, or competitors.

A general comparison of the extent to which stated needs currently are being met helps in focusing attention on the unique problems confronting the CIA. Available data indicates that of the major agencies having 1,000 or more people overseas, State has 71% of its language needs met, CIA has 30%. Another 30% of CIA personnel overseas in language designated positions, while not having the level of proficiency required, do in fact have some working proficiency in the language.

Our findings in this Agency coincide with the experience of other Foreign Affairs Agencies--incentives alone will not significantly improve the Agency's ability to increase its language skills and help it meet its language requirements. A broad comprehensive Agency language program is needed; one which includes (1) identifying language skills required, (2) meeting those needs through recruiting and training, (3) adhering to an assignment policy of assigning persons who have the requisite language skills of the position or unit to which assigned, (4) giving proper consideration to language skills in promotion, (5) providing adequate resources, and (6) giving recognition through an incentive program to those who acquire, use and maintain languages in

accord with Agency needs.

C. The Agency's Language Requirements

In looking at how language skills meet Agency requirements, two significant factors become apparent.

-- First, language skills frequently are used to describe broader competence required; they "open the door" to understanding the culture of foreign countries, understanding and being able to analyze events in foreign countries and their significance, and communicating with foreign officials, foreign nationals and agents.

-- Second, the variables concerning language skills and their usage in the Agency are extremely complex.

The Agency's language needs are currently stated in terms of "Unit Language Requirements (ULRs), i.e., the requirements for specific language skills in a specific organizational unit. The criterion for a Unit Language Requirement is whether or not the specified language is truly essential and without which an incumbent cannot perform satisfactorily with interpretation or translation assistance. The Unit Language Requirements as of 30 June 1980 were 83 in DDA, 570 in NFAC, 290 in DDS&T and 1352 in DDO. These figures do not reflect an accurate picture, for as of the end of December 1979, NFAC discontinued paying Language Use Awards because of problems it had with its "requirements." Further, there is lack of agreement on requirements in DDO where the issue is the relative importance of language as a prerequisite to overseas assignment.

While there is no solid data on Agency language requirements now or for the future, there is general agreement that Agency needs can be described and categorized in terms of (1) the environment in which the language is used;

(2) the stability of language requirements for the individual employee; (3) whether language is a critical consideration in hiring; (4) the importance of language ability in performance, i.e., essential or desirable, or a morale factor; (5) the extent or scope of skills required--reading and/or speaking and/or understanding (R, S, U); (6) the level of skills required; and (7) the difficulty of the language involved.

The NAPA Team charted the needs as an illustration of total requirements and variables.

Efforts are being made to develop a data base on ULRs and resources. These will be inadequate unless and until language objectives are clarified and translated into criteria and they are applied.

D. Means Used to Meet Agency Needs

The Agency meets its language capabilities requirements through recruiting, training and recognizing the importance of language skills in compensation and in careers.

1. Recruitment

If foreign language skills are important, it is obvious that the Agency should recruit persons with such skills and/or those who have a high language aptitude.

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Hiring of so-called "language specialists," where the language skill is primary, is not a critical problem, except where a combination of language skills and other professional qualifications are required, i.e., engineering, technical or scientific background in combination with a particular foreign language.

Except for language specialists, it appears that varying degrees of emphasis are given to language skills in hiring other new employees. No emphasis is given to language ability or aptitude in hiring clerical personnel.

No sustained effort seems to have been made to consider salaries above the minimum step or to consider special salary scales to meet "hard-to-fill" language specialist requirements.

2. Training

Training may be the most important and effective means by which the Agency can meet its most pressing needs and begin the long process of developing its foreign language capabilities.

Language training has been dissipated to a dangerously low level during the past several years. Clearly limited resources in the Directorates is a critical factor in accomplishing the training that is required if the Agency is going to meet its immediate and long-range requirements. The Agency should return as soon as possible to a language training complement that is not charged against the operating areas. This would serve to institutionalize and protect a level of language training commensurate with the needs of the Agency.

It is evident from experience in other Foreign Affairs Agencies that agencies with the best record in fulfilling their language needs have rigorous policies requiring language training as a part of the process of assignment to

positions requiring foreign language skills.

The Language School is limited in doing its job by the extent to which students are assigned to training. It is generally respected by the students and, considering all of the operational problems, the success of the School is in fact quite remarkable.

Yet, there are serious problems in the training which include:

-- Inadequate numbers of people being assigned to training prior to assignment to jobs requiring language skills.

-- Insufficient periods are given to training; thus, even where training is given, most employees being moved to new assignments are sent without having the proficiency levels required.

-- Adjusting Language School schedules and programs to meet short-term operational requirements has reduced the efficiency of the Language School.

-- If language requirements of the Agency are to be met, more resources will be required, and greater use will have to be made of available external training.

3. Hiring, Retaining and Rewarding "Language Specialists"

The term, "language specialist," as used in the Agency covers a variety of positions. As used, the term is confusing and may create difficulties in administration and work to the detriment of the employees and management.

Many comments were received about hiring, retaining and rewarding "language specialists." Specifically,

STAT [redacted] OTS are having success in recruiting "language specialists;" others--particularly DDO-- are having difficulty now or anticipate it in the future.

° Line managers perceive classification as a problem in that it does not recognize the importance of language to the Agency. The LUA recognizes the professional aspects of language skills and has been an "escape" from classification ceilings.

° Career opportunities for "language specialists" exist but in limited numbers.

4. Language as a Factor in Careers in the Agency

For persons other than "language specialists," the importance of language as a factor in a career is fairly nebulous. The Agency has gone from a point where language as a factor in careers was important, perhaps to an extreme, to a point where its importance is not readily perceived. Some point between these two extremes is the correct one; one which should vary by occupation and extent of use of language in a career.

E. The Language Incentive Program

A new CIA Language Incentive Program (LIP) was initiated by the Deputy Director of Central Intelligence, effective 1 October 1979 [redacted] dated 6 September 1979). This program, aimed at encouraging the development and maintenance of foreign language skills, modified the cash awards schedule for the existing Language Achievement Award (LAA) and added two new awards--a Language Use Award (LUA) and a Language Maintenance Award (LMA), as follows:

The Language Achievement Award (LAA) for upgrading or achieving language proficiency in an incentive language. This is a lump sum award ranging from \$800-\$1500 for achieving a single level and a maximum of \$4700 for achieving from a 1 through 4 level in the most difficult languages. The LAA program recognizes both differences in difficulty of languages and differences

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in the extent of skills achieved (one-half of the total award is paid for reading or speaking only). The LAA is well accepted; the only suggestions received were that the amounts should be increased. The purpose/criteria and application of the award need clarification.

STAT The Language Use Award (LUA) for persons filling a ULR position who have at least a 3 level in required language skills. This is a biweekly award and amounts to \$1300 a year. This award presents the biggest problem to the Agency because of payment of the award to those hired for their language skills [redacted] Language School Instructors, DDO Translators) and the problems with designating Unit Language Requirements (ULRs). The LUA is well accepted overseas; it is very controversial in the United States. On the positive side, it signalled top level interest in languages, it made managers and employees think about language requirements and skills, it stimulated testing and the basis for better data and it will force a better definition of requirements.

On the negative side, it does not recognize differences in environment, the extent or level of skills used, the difficulty of the language involved or effects on mobility, costs, training and testing. As with the LAA, the purpose, the criteria and the application need attention.

The Language Maintenance Award (LMA) for maintaining proficiency in an incentive language at the Level 4 or below level. It parallels the Achievement Award in that it is a lump sum award; it also recognizes differences in difficulty of languages. Actual payment of LMAs starts 1 October 1980. The Program also appears to be well accepted. It has potential for improving the reservoir of skills required to meet the total Agency's critical needs. As

with the LAA, purpose, criteria and application need clarification. The Program could get out of hand if not better defined.

There are a number of system-wide issues that relate to the Language Incentive Program but which also have implications that go beyond the Language Incentive Program. These issues deal with: (1) Language Incentive Program goals/criteria, (2) inequities, (3) language testing, (4) program leadership, (5) tracking results/program evaluation, (6) relationship of awards to performance appraisal, (7) program understanding/communications and (8) funding.

The most significant is that broad issues on the importance of language are not being and cannot be addressed by OTR, the Language Development Committee or the Directorates individually; a focal point for leadership is needed.

The Language Incentive Program was designed to assist the Agency in meeting its current and projected needs for language skills. In terms of order of importance, the major problem the Agency faces is (1) that it is not meeting its requirements for language skills overseas; (2) requirements for language skills are not quite as high in the United States and the environment in which they are used is far less demanding on the employee; and, (3) problems with respect to hiring "language specialists," with some exceptions, are less than for the first two categories.

Yet, the existing program does not provide incentives in relation to the order of importance of the problems of the Agency; specifically, (1) the amount of the award for the LUA is the same in the US as it is overseas; (2) almost half of the LUA's are going to "language specialists;" (3) granting the LUA to persons hired for their language skills is at odds with the objectives of the LIP and results in inequitable treatment favoring "language specialists;"

further, it is not consistent with practices of other Foreign Affairs Agencies and there is no substantial rationale for being different.

The choices are: (1) eliminate the LUA for "language specialists" abruptly; (2) provide a transition from the LUA to some other form of recognition; or, (3) continue the LUA despite the fact that this does not meet Agency needs and creates inequities that are not fully justified. Some means needs to be found which are consistent with the Agency's overall needs, that are equitable, and that are not burdened by the disadvantages of the present practices.

F. Testing

Testing is indispensable to improving language capabilities in the Agency. All incentive payments are based on certified test scores; testing is necessary in establishing an inventory of language skills, and testing is an essential part of the training process.

Considering the increased demands created by the Language Incentive Program, the Language School's testing unit has performed well.

There are problems in testing, however; these are:

-- The demands for testing have increased rapidly and could jump 50% more in the near future.

[redacted]
-- CIA has a testing capacity in only 31 of the 83 languages it uses.
- Test development is a very slow and expensive process.
-- For many languages, demands are so limited that fully tested and normed tests are not practicable.

-- The present inventory of language skills is seriously incomplete.
In addition to the above, the NAPA Team heard criticisms of foreign language

testing. Most of these (1) have to be viewed in terms of what tests can and cannot do or (2) related to proposed variations in training and testing for various categories of CIA employees. While there is always room for improvement, the testing staff is dealing effectively with testing issues and should be supported and defended by management.

Testing for aptitude in learning a foreign language has been used in the Agency for some time, both in connection with recruiting and training, but its application has been somewhat lax. This is particularly important in recruiting CTs (9% of the last four classes had poor MLAT scores) and in assigning employees to long-term "hard language" training (where the MLAT is currently used to explain lack of success rather than predict success).

G. Improving Language Capability in CIA

Language capability in CIA can be improved, but improving language capability is a long-term proposition; improvement will depend upon a broad approach--one that includes but goes far beyond the Language Incentive Program.

The three most important factors are: (1) clearly establish Agency-wide policy that foreign language is to be an important factor in career progression within the Agency; (2) institutionalize leadership for the program to ensure a long-term consistent approach in carrying it out and, (3) applying needed additional resources to the program.

1. Establishing an Agency-wide Policy on the Importance of Language

A basic policy commitment by the DCI is needed which indicates the importance of language skills to the Agency and serves as a framework upon which specific actions could be developed and against which results could be measured.

Beyond this basic policy, specific actions need to be taken to ensure that language capability consideration will, in fact, become an integral part of personnel assignment, appraisal and promotions.

2. Institutionalizing Leadership for the Program

Leadership for promoting language capability currently is too dispersed and its importance submerged. The Language Program requires DCI/DDCI policy leadership, surveillance and commitment.

Program staff responsibility should be assigned to the DDA or OPPPM to assure direct access to the DCI/DDCI and appropriate involvement of the Executive Committee for major program policy.

The Language Development Committee should be continued as the principal coordinating body advising the DDA or the Director of OPPPM on all aspects of the Agency-wide Language Program. OPPPM and OTR should be assigned significant support roles. Each Directorate should identify a specific focal point for Directorate-wide monitoring and leadership in execution of the program. Line managers should be held accountable for defining requirements and for acquiring, developing, utilizing and maintaining skills of their employees necessary to meet them. Employees should be informed of the extent to which language skills are or will be important to their careers.

Special attention needs to be given to an adequate monitoring and information system.

The data listed in the body of the Report and reports developed from it should be the primary basis for monitoring and periodic evaluations of the program.

3. Needed Resources

It is clear that if the Agency is to meet its language need, additional

resources will be needed. These include:

-- Adequate resources to permit employees to take and complete language training without undue interruption to the work of their organizations. A developmental complement, such as the Agency has had in the past and other agencies use, is recommended; an initial complement equivalent to 6% of the ULRs or approximately 130 man-years should be established.

-- Resources to permit the Language School to meet its training requirements. Emphasis will have to be on training by the Language School if the Agency is to meet its language needs.

-- Resources to meet the testing requirements of the Agency. As indicated, the Language Incentive Program turned the spotlight on testing. A total Language Program would increase the intensity involved.

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4. Language Considerations in Recruitment

° Language requirements should be considered in recruitment in relation
ship to their importance to performance; they should be clearly identified for recruiters and prospective employees.

° Where language is important and a person has no language proficiency, the MLAT should be used as a screening device. Anyone with a "poor" or "below average" aptitude should be employed only as an exception.

° Where language is an important consideration in hiring, use should be made of a rate above the minimum where appropriate; where difficulty is encountered in recruiting language specialists, consideration should be given to establishing "special salary rates."

5. Training

Training may be the most important and effective means by which the

Agency can improve its language capabilities.

- ° Both immediate and long-range efforts to plan and project assignments, to include training, are essential if stated job requirements are to be met.
- ° More systematic use should be made of aptitude test results selecting persons before making a heavy training investment--i.e., to study "hard" languages.
- ° Length of training should be revised to produce the proficiency levels required.
- ° Pulling a person out of training before completing the prescribed course should become the exception rather than the rule.
- ° The first goal the Agency might establish is having 60% of the students assigned to training complete their training periods.
- ° With limited staff, it is important that the School determine its priorities aimed at developing higher proficiency levels and meeting specialized requirements.

6. Testing

- ° The Agency should adopt mandatory testing to assure a more accurate inventory of skills.
- ° With limited resources, priorities should be set for developing new tests. Alternative arrangements for testing in many languages will have to suffice.
- ° Research and development on tests and testing should be encouraged.
- ° For the present, judgments from testing beyond proficiency should not be expected, i.e., measuring communicative facility is a different issue.

7. Language as a Factor in Careers in the Agency

Language skills should be highlighted as a factor in specific positions, in occupations and in careers as appropriate. Language factors should be addressed in connection with: a CT's completion of probation, position descriptions, performance appraisals and consideration for promotion.

Where having a difficult language of limited use appears to restrict an employee's career opportunities, special actions in terms of assignments and rewards to compensate for the limitations should be considered.

8. The Language Incentive Program

- ° The purpose of the Language Incentive Program and its subparts need to be clearly spelled out.
- ° The NAPA Team found the Language Achievement and Language Maintenance Awards Program to be basically serving intended purposes and to be working reasonably well.
- ° The Language Use Award should apply only to use in an overseas environment; the Language Maintenance Award should be substituted for the LUA in the United States.
- ° Persons hired or appointed to their present positions based primarily on their language skills should be excluded from the LUA, LAA and LMA in the language or mutually intelligible languages upon which that appointment was based.
- ° The proposed modifications of the LUA to recognize lower than required proficiency is endorsed for persons overseas.
- ° A modified Language Use Award, based upon a percentage of basic compensation and similar to State's new program is recommended for

situations in which a difficult language is involved at a hardship post and the language has limited use in an employee's career.

° Guidelines should be issued to make sure that language maintenance activities are in keeping with overall Agency needs.

9. Hiring, Retaining and Rewarding Language Specialists

Hiring, retaining and rewarding language specialists present unique problems to the Agency. Action should be taken to deal with them.

° A Task Force should be established to look at and report upon the classification and compensation of language specialists.

° After the Task Force has reported and action started to implement the report, the LUA for language specialists should be discontinued.

° The effective date of discontinuing the LUA for language specialists should be 1 October 1981 or some other earlier date which would minimize any possible adverse effects of discontinuing the LUA.

H. Goals

If CIA is to improve its language capabilities, as it must, we believe that it should act now to establish certain attainable goals. We suggest that the following be included in a total listing of goals that should be developed and met.

Goal 1: Every employee who is potentially available for overseas assignments or for assignment to a domestic position requiring a foreign language competence, should have a tested proficiency at the comprehensive S-3, R-3 level or better in at least one foreign language before being advanced to the mid-career level. Desirably every officer in the above categories should have 2 foreign languages as early in mid-career as

possible, and before being advanced to the senior levels. This goal should be taken into account by promotion panels, beginning in Calendar Year 1982.

Goal 2: After 1 January 1982, 60% of all new assignments should be filled by persons fully qualified in the required foreign language. This goal should be advanced to 80% by 1985--which is probably the maximum practicable achievement.

Goal 3: Foreign language testing should be made mandatory. The first round of Agency testing of personnel who have a claimed foreign language skill or skills should be completed by 1 January 1983.

Goal 4: A language training complement, equivalent to 6% of "Unit Language Requirements" positions (130 man-years at present) should be established to cover serious full-time assignments of more than 12 weeks duration. This should be accomplished by FY 83. This would include language training assignments of CTs, as well as language training in anticipation of assignment to a position requiring proficiency in a foreign language.

Goal 5: The Task Force on "Language Specialists" should be established by 1 January 1981 and its report completed and implemented by 1 January 1982.

I. Perspective on the Foreign Language Program

a. The International and National Environment

In reviewing the Central Intelligence Agency's Foreign Language Incentive Program (LIP), the NAPA Review Team has found it necessary to examine the program in the larger context of the problems the Agency is having in meeting its needs for a wide range of skills in foreign languages.

The problems the Agency faces must also be seen as interrelated with national and US governmental problems, policies and programs.

There is a growing realization that language skills are becoming increasingly important and in some instances, critical.

The Helsinki Accords committed the signatory states, including the US, to "Encourage the study of foreign language and civilization as an important means of expanding communication among peoples." The background evidence influencing this Act indicates that it was more than just a pious expression of support for education and understanding. It was also an indication that growing ethnocentric nationalism is one of the present realities; and that understanding (if not agreement) depends to a large extent on effective linguistic communication. In a way it was also telling the English-speaking world, and particularly the US, that even though others were learning English in increasing numbers, we should not count on the rest of the world learning English as an accommodation to us, or as an expression of eagerness to adopt American culture and values.

The importance of foreign language communication and knowledge of other parts of the world has also been expressed in the report of the President's Commission on Foreign Language and International Studies entitled "Strength Through Wisdom - A Critique of US Capability (November 19, 1979). The following

excerpts summarize the Commission's findings.

"America's position in the world has changed radically over the last quarter century. Powerful competitors challenge our military and economic position, while the revolution of rising expectations in the Third World exerts more pressures and makes new demands on us. Nuclear monopoly has given way to nuclear proliferation. The United States is no longer the only major center of scientific and technological progress. We confront a potent combination of social ideologies and national aspiration that have extensive consequences for America's domestic well being.

"Nothing less is at issue than the nation's security. At a time when the resurgent forces of nationalism and of ethnic and linguistic consciousness so directly effect global realities, the United States requires far more reliable capacities to communicate with its allies, analyze the behavior of potential adversaries and earn the trust and sympathies of the uncommitted. Yet there is a widening gap between these needs and the American competence to understand and deal successfully with other peoples in a world in flux.

"We are profoundly alarmed by what we have found: a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political and economic environment is making unprecedented demands on America's resources, intellectual capacity and public sensitivity."

The Reports of the Modern Language Association - American Council of Learned Societies (MLA-ACLS) Language Task Forces entitled Language Study for the 1980s underscore the problem in American education.

"...of 22,737 secondary school in the US, 4,344 do not offer any foreign language instructions."

"...In colleges, only 10% of all students presently are studying a foreign language and no comprehensive information exists regarding their proficiency at graduation."

"...The percentage of colleges which had language requirements for a BA degree dropped from 90% in 1966 to 53% in 1975."

"...Currently only 18% of US colleges have a foreign language entrance requirement."

"...There has been a significant decline in the enrollments in such widely taught languages as French, German and Russian. Only Spanish has sustained its enrollments during the past decade."

"...only 1% of the nation's secondary school foreign language enrollments and 10.2% of the post-secondary enrollments are studying the less commonly taught languages; yet these are languages spoken by over 80% of the world's population, and several of them have for many years been classified as 'strategic' or 'critical' from the point of view of the national interest of the US."

The national decline, at a time when foreign language skills are becoming increasingly important, has been attributed by the MLA Task Forces to a number of factors:

- (1) There is a lack of conviction on the part of institutional policymakers as to the importance or need for teaching foreign language skills at the college level. (Certainly there is a lack of support.)
- (2) Failure of the language teaching profession itself to identify purposes and definable goals of performance-based learning.
- (3) Both policymakers and teaching generally have failed to respond

to social change, i.e., changing needs in our own society and in the world community and the changing nature of student clientele.

(4) The professions, business and government, have not clearly defined needed language skills in performance-based terms.

(5) Standards and methods for determining performance-based proficiency are not widely accepted.

(6) Too little funding.

Experts generally agree that this situation is not going to be quickly turned around; and that it will be a long time before government recruitment for needed foreign language skills coupled with other professional qualifications will show much improvement.

b. Foreign Affairs Agencies - Policy Needs and Fulfillment

(1) Policies

What is unique about the Foreign Affairs Agencies is not that they need people trained in the various disciplines, sciences, and professional fields or that they need managerial, operational and clerical skills, but that they conduct their business in or in reference to foreign countries and cultures. This fact alone requires, on the part of foreign affairs personnel, a knowledge and understanding of foreign cultures, the ability to operate within them and a "working" or "professional" level of proficiency in the language or languages of the countries with which we deal either as friends, allies, competitors, opponents or enemies.

This has been recognized by the Congress in Sections 500 and 578 of the Foreign Service Act of 1946 as amended.

-- Section 500 provides that, "to the maximum extent practicable,

Chiefs of Mission and Foreign Service officers shall have among their qualifications, a useful knowledge of the principle language of the country in which they serve and an understanding of its culture."

-- Section 578 provides that "overseas positions requiring a useful knowledge of a foreign language shall be so designated and shall be filled only by officers with the required level of proficiency."

These are statutory requirements for State, AID and USICA. Certain elements of the DOD (principally the Military Attache Service and Military Assistance Advisory Group), the Foreign Agricultural Service of USDA and the (new) Foreign Commercial Service of the Department of Commerce, the Drug Enforcement Agency (DEA), Internal Revenue Service - Overseas Division, Animal and Plant Health Inspection Service, the Peace Corps Overseas Staff (Peace Corps Volunteers are normally trained in the language of the country of assignment), as well as the CIA, accept the intent of these requirements as applying to them, or at least to their personnel attached officially to an American Embassy or diplomatic post overseas.

(2) Determining Needs in the Foreign Affairs Agencies

To varying degrees, all of these agencies have designated overseas positions requiring foreign language skills (Unit Language Requirements - ULRs in the case of CIA). These designations constitute the basis for determining needs by language, by language skill as appropriate (Speaking - S, Reading - R and/or Understanding/Comprehension - U), and by level of proficiency on a scale of "0" to "5". The "5" level being equated as the proficiency of an educated native speaker of the language.

The definitions for measuring speaking and reading capabilities are in Section 5.b.

In commenting on the Federal Government's foreign language needs and capabilities, the Report of the President's Commission on Foreign Language and International Studies states that:

"Studies prepared for the Commission indicate serious deficiencies in foreign language capabilities of federal government employees who work in foreign affairs."

In response to the above findings, the Commission formulated the following Recommendations:

"A. Those agencies of the federal government that have positions designated as requiring a foreign language competency should achieve 100 percent compliance with these requirements as soon as possible, and no later than 1985. Annual progress reports should be made to the President and the Congress.

"B. Federal agencies requiring foreign language competency for designated positions, especially those involved in foreign affairs, should review the criteria used in setting designations. The aim should be to strengthen the foreign language capability of these agencies overall and to designate individual positions with specific language requirements commensurate with the functions and responsibilities of the positions.

"C. The Commission recommends that the career system of foreign affairs agencies and the Department of Defense be evaluated with a view toward increasing the incentives for professional staff members to acquire and maintain foreign language and international studies expertise, and toward removing the disincentives now present in the system."

(3) Fulfillment of Needs

The GAO Report on More Competence in Foreign Languages Needed by

Federal Personnel Working Overseas - April 15, 1980, which did not review or report on intelligence related programs of DOD and CIA, concluded:

"Foreign language competence among Federal employees has improved since the early 1970's when GAO first reported on the subject. However, improvements are still needed in a number of agencies. Agencies have not adequately defined foreign language requirements, and certain policies and practices have resulted in persons being assigned to positions for which they do not have the required language proficiency."

On designation of positions, the GAO Report recommends that:

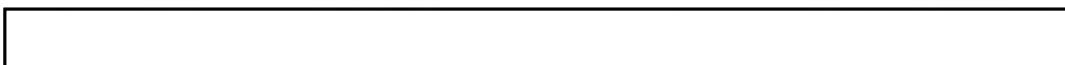
-- Language Designated Positions (LDPs) and their proficiency level be based exclusively on job needs and that requirements not be compromised by extraneous factors.

-- Artificial prohibitions against designating positions above a certain level be eliminated.

-- There be a focal point for reviewing needs.

-- There be an independent review mechanism.

While it is difficult to compare agencies with missions and responsibilities as diverse as those of the Foreign Affairs Agencies, the NAPA Team felt that even a general comparison of the extent to which stated needs currently are being met could help in focusing attention on the unique problems confronting the CIA in meeting its foreign language skills requirements. For the purpose of establishing reasonable comparability with available data from other agencies, we have used only CIA/DDO overseas requirements in Chart 1 on page .



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CHART 1

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AND COMPLIANCE OF FOREIGN AFFAIRS AGENCIES - FY 1979

<u>Agency</u>	<u>Total US Overseas Positions</u>	<u>Designated or Authorized LDP's/ULR's</u>	<u>Number of Languages Designated</u>	<u>Range Skill Levels</u>	<u>Occupied (Filled) Positions</u>		
					<u>Designated Positions Filled</u>	<u>In Compliance Fulfillment Number</u>	<u>%</u>
State	5,712	1,320 (23%)*	42	S-2/R-2 & S-3/R-3 or better	1,216	858	71%
AID	1,515	687 (45%)*	92% of rqmts in French & Spanish	S-2&S-3	541	394	73%
USICA	1,051	421 (40%)*	34	S-2/R-2 & S-3/R-3 or better	398	276	70%
DEA	292	204 (70%)*	12	Not specified in "S"- "R" Terms	194	189	97%
Peace Corps Staff	159	72 (45%)*	4	S-2 to S-4	64	56	88%
IRS		168	Spanish Only	S-5/R-5	168	168	100%
FAS	133	60 (45%)*	10	S-2/R-2 & S-3/R-3	59	21	36%
APHIS	118	112 (95%)*	Spanish Only	Not specified in "S"- "R" Terms	90	73	81%

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*Percentage of Overseas Positions

Data for agencies other than CIA was taken from the GAO Report - More Competence in Foreign Languages Needed by Federal Personnel Working Overseas - 15 April 1980

CIA data taken from Report of the Language Development Committee for FY 1979 or provided by DDO.

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c. Language Incentive Systems in the Foreign Affairs Agencies

Several of the Foreign Affairs Agencies have developed foreign language incentive programs. These range from salary differentials at the time of employment to incentives for acquisition/achievement, use and maintenance.

State and ICA have uniform regulations and procedures which provide for monetary incentives for language skills.

Monetary Incentives for Language Skills (#873)

"To assist the Department and ICA in attaining language policy objectives, monetary incentives have been instituted under Section 704(f) of the Foreign Service Act as amended, which provide for payments of within salary increases for language proficiency acquired prior to entry into the service."

Classification of Languages (#873.1)

"For the purpose of governing incentive payments, as well as

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certain other purposes, languages have been classified... according to difficulty and the needs of the Service. Classification (of languages) is reviewed from time to time to reflect changing needs."

Salary increases for language proficient entrants provide from 1 to 4 within class increases depending on the category of the language and the tested proficiency rating. Under certain circumstances this can mean that an officer can be promoted to the next class and the appropriate within class level. (For details, see Uniform State/ICA Regulation #873.3.)

State/ICA also has provisions for "Salary Increases for Study and Proficiency Achievement in Incentive Language." Languages for which training incentives will be paid are identified from time to time by State and ICA according to their needs. There are currently 14 so-called incentive languages. (For details, see draft revision of the Uniform State/ICA Regulation #873.4.)

State/ICA recently have approved a program (not yet in effect) of "Monetary Payments for Proficiency in Incentive Languages While Serving in Incentive Language Posts." These incentive payments will initially be limited to 14 incentive languages, though the languages may change depending on circumstances. These incentives will be paid as a percentage of base salary while using the language at an Incentive Language Post. Employees who have a qualifying rating at the S-3, R-3 level will receive 10% of base salary. A qualifying rating at the S-4, R-4 level or better will receive 15% of base salary. (For details, see draft revision of State/ICA Regulation #873.5.)

AID's monetary incentive program is limited to what they call the "esoteric" languages (languages other than French, Spanish, Portuguese and Italian). Since 92% of their language requirements are in Spanish and French,

the Program is relatively restricted. Their maintenance program is only for "speaking" proficiency.

Achievement incentives are provided in the form of in-class step increases for achieving the S-1, S-1+ and S-2 levels.

Employees assigned to language training will receive a one-step salary raise upon satisfactory completion of 16 weeks of full-time training and an additional step increase when and if the employee achieves the S-2 level. Presently AID's Career Interns may not be promoted until they achieve a tested S-3 in Spanish, French, Portuguese or Italian or an S-2 in another language useful to AID. They are currently considering changing the promotion limitation and instead, prohibiting transfer to career status of any AID employee who does not have a useful foreign language skill.

The USDA's Foreign Agricultural Service has a monetary incentive program for "attaining" and "maintaining" foreign language skills as follows.

Overseas secretaries may receive \$300 for "attaining" an S-2/R-2 for a Group I language (those languages that are relatively easy for speakers of English to learn) or for achieving an S-1+/R-1+ in a Group II language (so-called "hard" language. Half of that amount (\$150) may be paid for "maintaining" the language skill.

Professional employees may receive \$500 for attaining an S-3/R-3 for a Group I language or an S-2/R-2 for a Group II language and half that amount (\$250) annually for maintaining that skill level. The sum of \$150 may be paid to secretaries and \$250 may be paid professional employees based in Washington for "attaining" or "maintaining" the required language skill--provided they are certified as available for worldwide assignment.

An annual additional award of \$100 may be paid for "attaining" or "maintaining" Japanese or Chinese. (See 3 FASR 4890.5b, Foreign Language Incentive Program dated 22 June 1976.)

d. Incentives Plus

While monetary incentives are an important part of the foreign language development programs of agencies which have had reasonable success in meeting their most critical needs, it is also apparent that incentives alone will not significantly improve the situation. The experience of other agencies would indicate that a broader comprehensive Agency language policy--which includes monetary incentives, but which also addresses recruitment policy, training, personnel and assignment policies, career development policies and improved funding will be necessary if CIA is to meet its immediate and long-range foreign language skills needs.

This is supported by the conclusions of the GAO Report referred to above. Although these conclusions addressed the problems in the Foreign Affairs Agencies, they are generally applicable to the CIA.

1. Improvements are necessary in establishing and adhering to guidelines and procedures for determining foreign language skills needs. Needs are frequently understated.

2. Personnel and career development policies do not adequately recognize foreign language needs and skills.

3. Training and time allotments for training are not sufficiently related to needs.

4. Legislative changes and additional funding are needed to improve foreign language capabilities.

e. Summary - Perspective on Foreign Language Problems

When viewed in perspective, it is clear CIA is not alone in finding itself with a critical foreign language skills shortage.

At a time when there is a greater perception of the importance of foreign language skills and government requirements are increasing, the nation is faced with a decline in enrollments and lower academic requirements.

Those federal agencies with overseas positions and foreign language requirements are still struggling with the problem of identifying needs and in meeting their requirements. Some have been more successful than others.

25X1 All are facing manpower and budget restrictions.

Other agencies also have monetary and other language incentive programs. A more comprehensive foreign language policy will be necessary if CIA is to meet its critical needs--both immediate and long-range. There is no quick or easy solution.

2. The Agency's Language Requirements

a. Overview

Agency leadership has indicated that language skills are fundamental in helping the CIA meet its heavy responsibilities of the 1980's. In looking at how language skills help meet Agency requirements, two significant factors become apparent. First, language skills are frequently used to describe broader competencies required. Second, the variables concerning language skills and their usage in the Agency are extremely complex.

In many respects, language skills "open the door" to a variety of things important to national intelligence. These include understanding the culture of foreign countries and their environments, understanding and being able to analyze events occurring in foreign countries and their impact or potential impact upon the United States and its interests. Last, but not least, language skills lead to communicating with foreign officials, foreign nationals generally, and agents. Language skills, then, are fundamental to securing intelligence information and understanding and analyzing its significance.

To accomplish its mission, Agency employees gather intelligence by using their language skills overseas. Typically, this involves the full range of skills--reading, speaking and understanding. Other employees overseas who support those performing that primary mission require a high degree of skill in reading or transcribing or a lesser degree of skill in reading, speaking and understanding. In the United States, language skills are used by those who analyze intelligence information, those who translate or transcribe it and those who teach such skills. The variables in the requirements, the range of languages and skills required, and the manner in which languages skills are

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rewarding employees tended to distort the picture.

Lack of agreement on Agency requirements is not confined to NFAC. In DDO, the issue hinges on the relative importance of language as a prerequisite to overseas assignment. This is not a new issue. In the 1970's, one DDO clearly indicated he felt language skills weren't important. Today, some Divisions in the DDO take the position that language skills are absolutely essential in an overseas post and insist upon the acquisition of language skills before assignment; others don't feel that strongly about the matter.

In the absence of specific determinations based upon overall policy decision on needs, there is no solid data on Agency language requirements now or for the future. It should be noted that there is general agreement on what Agency language skills are required. These can be identified and categorized and used to illustrate the kind of data base the Agency needs.

c. The NAPA Team Perceptions of Agency Needs

The following, then, represents an initial effort to present the needs which were described to the NAPA Team, to categorize them and to describe the variables involved.

The needs cover a complex set of variables. These include:

(1) The environment in which the language is used, i.e., in the US or overseas where the foreign language is the native tongue or the native tongue of a target.

(2) The stability of requirements for individual employees. The

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careers and in different overseas environments.

STAT (3) Whether language ability was the critical consideration in hiring the employee. Language is the critical factor in hiring Language School Instructors, [redacted] and DDO Translators; such persons are hired because of language skills which are of paramount importance in their qualifications.

(4) The importance of language ability in performance, i.e., whether it is essential to successful performance or desirable in that it improves performance. A third variable here is whether language, although minimally desirable, is a positive morale factor in getting around and feeling comfortable in a foreign country.

(5) The extent of language ability required. Language skills are described in terms of reading, speaking and understanding (R, S, U); some positions involve reading, e.g., NFAC analysts; others involve the entire gamut of skills, e.g., case officers overseas.

(6) The level of skills required. Skill levels are defined by a sequence of 5 levels--1 being "elementary proficiency" and 5 being "native or bilingual proficiency." Agency requirements encompass all 5 levels.

(7) The difficulty of the language involved. Agency employees use 83 languages. Because some are more difficult to learn than others, languages are categorized into 3 groupings: the simplest to learn (Group I) includes the "World Languages"--French, German and Spanish; the most difficult (Group III) include Arabic, Chinese, Japanese and Korean.

The chart on the following page illustrates the major language needs of the Agency as the NAPA Team understands them from its review. Language

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difficulty is not shown on the chart since the occupations shown encompass a variety of occupations cutting across all 3 groupings of difficulty. (Chart 2 on NAPA Team Perceptions on Agency Language Needs is on Page 18.)

d. Current Availability of Data on Requirements and Resources

Requirements and Resources

Data on requirements and resources which currently exist are listed below.

(1) Data on Requirements. Language requirements are described in terms of Unit Language Requirements (ULRs). The total of 2295 reported by the Language Development Committee for 30 June 1980 is significant as a basis for paying Language Use Awards. The present data is inadequate in that there was lack of agreement on requirements plus great variation in making determination on requirements. It is also inadequate in that the data is not available in the way that permits looking at overall Agency requirements rather than by Directorates or Divisions/Offices. In addition, present data on requirements does not cover the occupations and situations in which language skills are desirable or would be a positive morale factor.

(2) Data on Resources.

Records on Agency language capabilities are maintained for the most part in the following systems:

CENQUAL - a computerized file on personnel qualifications maintained by the Information and Analysis Branch (IAB) of the Personnel Office.

OTR - file on language training and testing designed as a basis for administering the Language Incentive Program, based on CENQUAL.

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the major one being that many overseas personnel have not been tested recently, and their files contain outdated information.

A more serious problem in tracking language capability in the Agency is caused by fragmentation and coordination. The file maintained by OTR for the purpose of administering the Language Incentive Program is based mainly on CENQUAL along with other data that has been consolidated from other sources. OTR feeds data to CENQUAL as a means of updating the records on training and testing. Despite the heavy dependence of OTR on the Information and Analysis Branch, which produced CENQUAL, there appears to be very little dialogue between the two offices on their common problems.

The OTR file on the Language Incentive Program is maintained manually. A decision on computerizing this record is awaiting the findings of the NAPA study with respect to the continuation or modification of the Incentive Program. While an argument could be made to locate the responsibility for administering the LIP in the Personnel Office, it appears more reasonable to keep the training and testing file in OTR, the office responsible for this activity.

Data required by the CIA on requirements and resources and how well they are matched will continue to be inadequate until basic policy decisions are made on requirements and how they are applied. The ultimate data required must cover requirements and resources in all their variations for use in forecasting, recruitment, training, utilization of skills, career development and program evaluation.

3. Means Used to Meet Agency Language Needs

There are a variety of ways in which the Agency meets its language needs. These include recruiting, training and recognizing the importance of language skills through compensation and through making them important in careers within the Agency.

a. Recruitment

If foreign language skills are, as the Agency professes, part of the necessary professional equipment of personnel working in the intelligence field, it is obvious that the Agency should seek to employ people who have some proficiency in a foreign language(s), and/or who also have a reasonably high aptitude for learning foreign languages.

The Career Trainee (CT) Program represents the most specific example of the consideration given to language skills in hiring, other than in hiring language specialists.

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Appendix 1

Appendix 2

Appendix 3

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Appendix

Chart 4

Chart 3

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Appendix 1

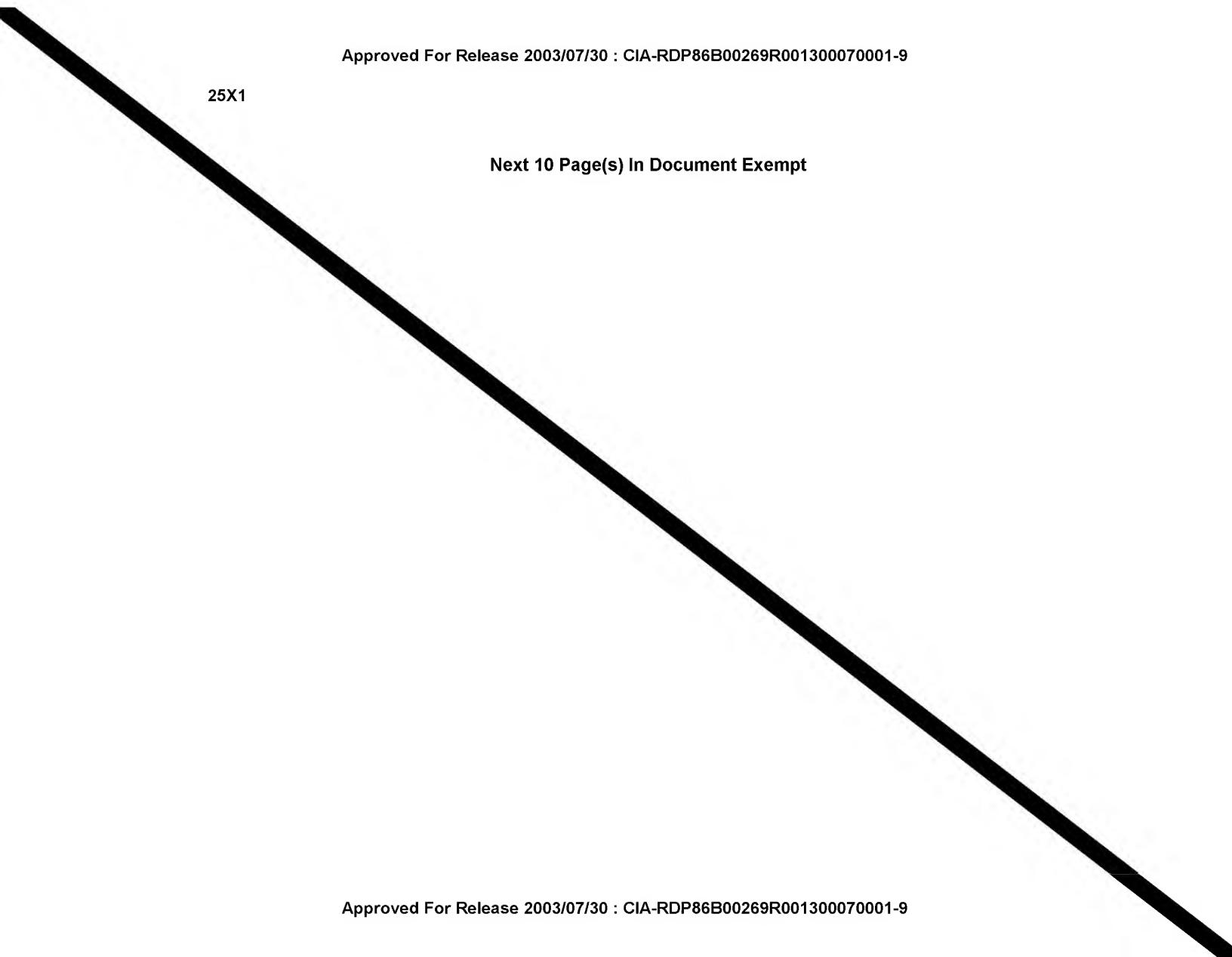
Appendix 2

Appendix 3

Appendix 4

Appendix 5

Chart 4



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At one point in time, the Agency had a policy of not promoting a person to GS-14 or above unless he or she had language skills. This was dropped, apparently because it was too rigid a requirement.

Today, the Agency may be at the other extreme, as illustrated by the following:

-- Language skills or aptitude are an important consideration in hiring Career Trainees (CTs) but language proficiency in one or more languages is not a requirement for completing probation.

-- Language requirements, whether they are essential or desirable, are not always included in position descriptions.

-- While foreign language competence "should be commented on as appropriate" in performance appraisal, indications are that the extent to which this is done in positions where language is essential or desirable is spotty and in some cases, language competence as a factor is not covered at all.

-- Time did not permit the NAPA Team to delve into the importance of language skills in making decisions on assignments and promotions; however, there are some indicators in this connection:

First, test data reflecting the language abilities has been inadequate until recently; the LIP has stimulated people to take tests and update their scores.

Second, language skills have been a low priority consideration in assignment to overseas posts in most instances. The inability of persons to remain in the Language School program long enough to complete their courses (only 25% are able to do so) is stark proof of this point.

Aggravating this problem is the inadequate time frame used in forecasting future changes in assignments--sometimes as short as 12 months. A planning cycle of at least two years for forecasting assignments could better assure adequate planning for required training, including language proficiency.

Third, employees perceive the acquisition of language skills through training as a deterrent to advancement rather than a help. It is interesting to note that the IG felt it necessary to conduct a study on this point in 1979. And despite his conclusion that "there is evidence that the attainment of hard language proficiency is an asset in later career prospects," few people had heard of the report and the finding. Office and Division Chiefs also expressed concern about the effects of long-term hard language training on prospects for promotion when persons in those programs were competing against others in operational activities.

-- Finally, while there is recognition that some languages have limited use over a career lifetime, e.g., Korean, it is not readily discernible as to how that difficult issue and its impact on a career is being handled in the Agency.

In summary, the Agency has gone from a point where language as a factor in careers was important, perhaps to an extreme, to a point where its importance is not readily perceived. It is obvious that some point between these two extremes is the correct one; one which should vary by occupation and extent of use of a given language in a career.

4. The Language Incentive Programa. Background and Purpose

In 1979, international events caused the Agency to reexamine its requirements for language skills and its resources to meet them. As a result, a new CIA Language Incentive Program (LIP) was initiated by the Deputy Director of Central Intelligence, effective 1 October 1979 [redacted] dated 6 September 1979). 25X1

This new program, aimed at encouraging the development and maintenance of foreign language skills, modified the cash awards schedule for the existing Language Achievement Award (LAA) and added two new awards, a Language Use Award (LUA) and a Language Maintenance Award (LMA).

The program was designed "to reward job-related utilization of foreign languages and encourage achievement and maintenance of proficiency in foreign languages."

b. Roles and Relationships

The relative roles and relationships under the LIP are as follows:

- ° The DDCI issued the basic directive and the awards scales.
- ° Each Directorate is responsible for identifying language units and the languages required, language skills and proficiency levels required within each unit, and the incentive languages for the LAA and LMA. Incentive languages are determined on the basis of present and projected needs. Directorates also issue guidelines and procedures, subject to OTR review, authorize LUAs and nominate persons for the LAA and LMA.

- ° The Language Development Committee, chaired by OTR and on which representatives from each Directorate serve, is assigned responsibility for: annually reviewing the Directorate lists of languages for achievement

and maintenance awards; advising Directorates on language policy and procedures; and assisting in identifying and designating languages for the LAA and LMA; and annually reviewing the LIP.

° OTR is responsible for reviewing Directorate guidelines and procedures, establishing proficiency criteria, testing, initiating LAA and LMA payment authorizations, maintaining records and reports.

c. General Overview

The Language Incentive Program has forced managers to think in terms of language requirements in their organizations and how they will acquire, develop, utilize and maintain the skills necessary to meet these requirements. Every manager the NAPA Team interviewed was very articulate about requirements of and resources needed in his or her organization.

All managers supported the Language Achievement Award Program; the Language Use Award Program was uniformly supported for overseas personnel--DDO in particular--but there are major issues of equity in terms of application of the LUA stateside; the Language Maintenance Award seemed to be accepted in concept but since payouts under the LMA do not take place until 1 October 1980, the general attitude was one of "wait and see."

Managers recognize that the Language Incentive Program is one part of improving language capability in the Agency. They know that all aspects of personnel management and training are involved, including recruiting, training, assignment and promotion. Several stated, in one form or another, "Tell us what is expected, give us the means and resources, hold us accountable and we'll get the job done."

The LIP has also caused employees to think about their languages skills

and proficiency levels and to develop those skills. At the same time, employees were quick to point out that their interest in languages was not solely based upon or stimulated by the Language Incentive Program. The use of language in their work, the ability to operate in an overseas environment, the desire to learn more about foreign countries and their cultures, and the success they enjoyed in learning under the guidance of skilled Language School Instructors were very important factors in their desire to achieve, use and maintain language capability.

There are problems with communications and employee understanding of the Program and these can be and are being dealt with.

d. The Language Achievement Award

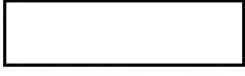
(1) Description:

Purpose - to reward designated employees for achievement or upgrading of language proficiency in an incentive language.

Effective Date - 1 October 1979 for the new scale.

Basis for Award - The employee must be designated or sponsored by his or her organization; must improve language skills in a language determined by a Deputy Director to represent a current or projected need for that organization. The employee must pass a test administered by

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 Amount of Award - The Award is a lump sum payment ranging from \$800 to \$1500.

An employee may receive a total of \$4700 by achieving from Level I through Level IV in a difficult language.

Differential in Awards - based on:

-- Extent of Skills Used (R, S, U) - Yes, one-half the amount can

earned for reading or speaking or, in some cases, understanding.

-- Difficulty of Language (I, II, III) - Yes

-- Proficiency Level (1-4) - Yes

Limitations on Award - No Award for skills achieved prior to designation of a language or of an employee for participation.

(2) Strengths and Weaknesses of the LAA

<u>Strengths</u>	<u>Weaknesses</u>
-- The Award stresses achievement of language skills - it increases both levels of skills and numbers of employees having skills in the Agency.	-- The criteria for the Award needs clarification, i.e., how will the achievement of the skill or higher proficiency level help meet the needs of the CIA?
-- The Award is generally well understood and accepted.	-- There are some exceptions to understanding, primarily due to lack of communication.
-- The Award recognizes differences in extent of skills used, difficulty of language and proficiency levels.	
-- The Award helps compensate for the additional demands on an adult, including effects upon a career, in learning a new language.	-- The amounts of money involved may not be enough, particularly for the more difficult languages.

e. The Language Use Award

(1) Description:

Purpose - to reward job-related use of a foreign language in a Unit Language

Language Requirement (ULR) position.

Effective Date - 1 October 1979

Basis for Award - The employee must be designated or sponsored by his or her organization, must use language skills in a position where language capability has been determined to be essential to successful performance, and must pass a test administered by OTR or FSI.

Amount of Award - The Award is a biweekly award of \$50 a pay period or \$1300 p/a. Consideration is being given now to payment of lesser amounts based on lower qualifications than required by the ULR.

Differential in Award based on:

- Extent on Skill Used (R, S, U) - No
- Difficulty of Language (I, II, III) - No
- Proficiency Level - No, but being proposed now.

Limitations on Award - An employee must have completed a year of his or her trial period to be eligible. The employee is eligible only during the tenure in a ULR-designated positions.

(2) Strengths and Weaknesses of the LUA

<u>Strengths</u>	<u>Weaknesses</u>
-- The Award relates the incentive to the use of language skills	-- It doesn't recognize differences on basis of: <ul style="list-style-type: none">° whether the employee was hired primarily on the basis of language skills;° the environment in which the skills are used - overseas or domestic;

Strengths (cont'd)

- Signalled top level interest in language skills and their use; caused managers and employees to think about languages.
- It is forcing a better definition of requirements, the Award's purpose and criteria for its application.
- It stimulated testing/better data.

Weaknesses (cont'd)

- ° the extent of skills used (R, S, U);
- ° the levels of proficiency required;
- (NOTE: Currently under consideration.)
- ° the difficulty of the language.
- Managers and employees are concerned about continued top-level interest because the Agency has had "highs" and "lows" in the past 10 years on the importance of language skills.
- Purpose/criteria were initially applied in terms of being liberal to employees in some organizations without due consideration to the needs of the Agency and to equity, possible adverse effects on mobility, and costs.
- The sudden imposition of the program placed heavy burdens on testing--tests were not available in some cases, test content and results are being challenged in others. Data currently available is more for granting awards than for matching resources and skills and projecting future requirements.

f. The Language Maintenance Award(1) Description:

Purpose - to reward designated employees for maintenance of language proficiency in an incentive language.

Effective Date - 1 October 1979; first payments, 1 October 1980.

Basis for Award - The employee must be designated or sponsored by his organization to maintain language skills in a language determined by a Deputy Director to represent a current or projected need for that organization. The employee must pass a test administered by OTR or FSI.

Amount of Award - The Award is a lump sum payment ranging from \$400 to \$750 (1/2 of the scale for the Achievement Award).

Differential in Awards based on:

-- Extent of Skills Used (R, S, U) - No

-- Difficulty of Language (I, II, III) - Yes

-- Proficiency Level (1-4) - Yes

Limitations on Award - The Award cannot be paid for eight or more consecutive years. The employee is not eligible for an LMA and an LUA in the same language for the same time period.

(2) Strengths and Weaknesses of the LMA

(A preliminary report on the Language Maintenance Award was sent to the DDCI on 11 August 1980. See Appendix 3.)

<u>Strengths</u>	<u>Weaknesses</u>
-- Concept of LMA is generally accepted.	-- Lack of specific purpose and criteria could lead to abuse and/or under-utilization.

<u>Strengths (cont'd)</u>	<u>Weaknesses (cont'd)</u>
-- Addresses the problem of meeting future needs; has the potential for building a reservoir of talent for projected needs.	-- It is not clear as to whether the LMA is intended to meet current needs where the language requirement is not "essential" but "desirable." Relationship to LUA is not indicated.
	-- Cost data is inadequate; primarily because extent of possible application is unknown.
	-- As with the LAA, amounts may be inadequate, particularly for difficult languages.

g. Perspectives on the Language Incentive Program

The Language Incentive Program was designed to assist the Agency in meeting its current and projected needs for language skills. The extent to which the Program meets its objectives depends upon what the Agency needs are.

The major problem the Agency faces now is that it is not meeting its requirements for language skills overseas. As indicated in Chart 1 on Page 8, only 30% of the CIA/DDO requirements overseas are being met as compared to 70% or better in other Foreign Affairs Agencies. The vast majority of employees overseas were not hired primarily because of their language skills but were expected to achieve these skills after initial employment. Further, these officers are expected to acquire as many as two or three foreign languages in the course of a career and to use those languages in an overseas environment where culture and surroundings are different than in the United States and where

there are varying degree of demands and risk (for both employees and their families) not found in most occupations and environments in the United States.

In the United States, the requirement for language skills is not quite as high--i.e., desirable vs. essential--and/or the environment in which the skills are used is far less demanding on the employee. In terms of order of importance, the general situation in the United States presents less of a problem than the one overseas.

With respect to "Language Specialists," i.e., persons hired primarily for their language skills, or as a collateral required skill, the Agency has generally had good success in hiring such persons, e.g., [redacted] and the Language School. There are some exceptions in the case of hiring persons with skills in difficult languages or with a combination of language and other special skills. Clearly, any problems with respect to meeting requirements for these latter categories are less than those for the overseas requirements.

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Yet, the existing program does not provide incentives in relation to the order of importance of the problems of the Agency. Specifically,

1. The amount of the award for an LUA is the same in the US as it is overseas.
2. The choice for rewarding language use in the United States is the same as for overseas personnel, or nothing.
3. Almost half (45.6%) of all LUA's are going to persons hired because of their language skills.

The issues then are: (1) a different reward for language use in the United States, and (2) whether or not persons hired because of the language skills should be given additional recognition for those skills. The first issue

addressed in Section 7. The second issue is discussed below.

Granting the Language Use Award to persons hired for their language skills is clearly at odds with the basic objectives of the LIP and is not the way to meet hard-to-fill positions. In terms of equity, other employees in the Agency could make a similar case for more recognition for their skills for which they were hired or special skills such as knowledge of FORTRAN, COBOL, etc. Finally, granting the LUA to "language specialists" in the United States is not consistent with practices of other Foreign Affairs Agencies and there is no substantial rationale for being different.

The choices are: (1) eliminate the LUA for "language specialists" abruptly; (2) provide a transition from the LUA to some other action for recognizing the importance of "language specialists" to the Agency; or (3) continue the LUA for "language specialists" despite the fact that this does not meet Agency needs and creates inequities that are not fully justified.

The main benefits to the Agency from granting the LUA to language specialists are:

- recognition of their value to the Agency;
- some improvement in attracting and retaining personnel,

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Some means needs to be found to retain these benefits other than using the LUA, one(s) which are consistent with the Agency's overall needs, that are equitable, and that are not burdened by the disadvantages of the present practices.

5. Testing

As the NAPA Team began examining the Agency's language incentive programs, it immediately became apparent that all of the programs were in fact dependent on a reliable testing program. All incentive payments are in fact based on certified test scores. It also became apparent that testing is necessary in establishing an inventory of language skills. Even the assignment process, where it attempts to match a language skill with the requirements of the job, is dependent on test results. Testing is indispensable in the training process, and, in the evaluation of training programs, materials, student progress and achievement. While our terms of reference did not include a review of the Agency's testing program, it became necessary to at least examine the relationship of testing to the incentive programs, and to the general upgrading of language skills in the Agency.

a. Background

The CIA Language School conducts several types of tests to determine proficiency in speaking, understanding and reading. (See Chart 5.)

b. Oral Structured Interview Testing procedure for speaking (S) and understanding (U) used by the School was originally developed by the Foreign Service Institute in the mid-1950's. It was designed to measure performance in using a foreign language by eliciting responses from the test candidate to determine the general level of proficiency. Judgments on accent, grammar, vocabulary, fluency and comprehension are made by trained native speakers of

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the language and in some cases by professional linguists. An overall rating is assigned on a scale of "0" to "5". Each point on the scale is defined in general terms which describe the situations the person can handle. Each numbered level can be modified by a "+" except the "5" level. Essentially it is a 10-point scale from 0+ to 5--the "5" level being the "near perfect linguistic 10."

This system has since evolved to become the system by which the Civil Service Commission defines its standards. The so-called FSI standards have also become the standards by which other foreign language tests, and even the so-called objective tests, are calibrated or normed. The system and general definitions have recently been adopted for use in several foreign countries. The Modern Language Association currently is encouraging the use of this system by academic institutions. The system is well established and accepted.

It should be noted that the CIA Language School not only uses this oral proficiency testing system, it has also made significant contributions to the development of standards, testing procedures, definitions, weighing of performance factors and in the training of testers. It has appropriately adapted the general scale and definitions to the unique conditions of the Agency. The Language School has also pioneered in the development and use of Recorded Oral Proficiency Examinations (ROPE Tests) which can significantly increase the flexibility of oral proficiency testing.

The standard definitions of absolute Language Proficiency Ratings as adapted by the Civil Service Commission and most general agencies is as follows:

ELEMENTARY PROFICIENCY

S-1 Able to satisfy routine travel needs and minimum courtesy requirements. Can ask and answer questions on topics very familiar to him; within the scope of his very limited language experience can understand simple questions and statements, allowing for slowed speech, repetition or paraphrase; speaking vocabulary inadequate to express anything but the most elementary needs; errors in pronunciation and grammar are frequent, but can be understood by a native speaker used to dealing with foreigners attempting to speak his language; while topics are "very familiar" and elementary needs vary considerably from individual to individual, any person at the S-1 level should be able to order a simple meal, ask for shelter or lodging, ask and give simple directions, make purchases and tell time.

R-1 Able to read some personal and place names, street signs, office and shop designations, numbers and isolated words and phrases. Can recognize all the letters in the printed version of an alphabetic system and high frequency elements of a syllabary or a character system.

LIMITED WORKING PROFICIENCY

S-2 Able to satisfy routine social demands and limited work requirements. Can handle with confidence but not with facility most social situations including introductions and casual conversations about current events, as well as work, family and autobiographical information; can handle limited work requirements, needing help in handling any complications or difficulties; can get the gist of most conversations on non-technical subjects, i.e., topics which require no specialized knowledge, and has a speaking vocabulary sufficient to express himself simply with some circumlocutions; accent, though often quite faulty, is intelligible; can usually handle elementary constructions quite accurately but does not have thorough or confident control of the grammar.

R-2 Able to read simple prose in a form equivalent to typescript or printing on subjects within a familiar context. With extensive use of a dictionary, can get the general sense of routine business letters, international news items, or articles in technical fields within his competence.

MINIMUM PROFESSIONAL PROFICIENCY

S-3 Able to speak the language with sufficient structural accuracy and vocabulary to participate effectively in most formal and informal conversations on practical, social and professional topics. Can discuss particular interests and special fields of competence with reasonable ease; comprehension is quite complete for a normal rate of speech; vocabulary is broad enough that he rarely has to grope for a word; accent may be obviously foreign; control of grammar good, errors never interfere with understanding and rarely disturb the native speaker.

MINIMUM PROFESSIONAL PROFICIENCY - cont'd

R-3 Able to read standard newspaper items addressed to the general reader, routine correspondence, reports and technical material in his special field. Can grasp the essentials of articles of the above types without using a dictionary; for accurate understanding moderately frequent use of a dictionary is required. Has occasional difficulty with unusually complex structures and low-frequency idioms.

FULL PROFESSIONAL PROFICIENCY

S-4 Able to use the language fluently and accurately on all levels normally pertinent to professional needs. Can understand and participate in any conversation within the range of his experience and with a high degree of fluency and precision of vocabulary; would rarely be taken for a native speaker, but can respond appropriately even in unfamiliar situations; errors of pronunciation and grammar quite rare; can handle informal interpreting from and into the language.

R-4 Able to read all styles and forms of the language pertinent to professional needs. With occasional use of a dictionary, can read moderately difficult prose readily in any area directed to the general reader, and all material in his special field including official and professional documents and correspondence; can read reasonably legible handwriting without difficulty.

NATIVE OR BILINGUAL PROFICIENCY

S-5 Speaking proficiency equivalent to that of an educated native speaker. Has complete fluency in the language such that his speech on all levels is fully accepted by educated native speakers in all of its features, including breadth of vocabulary and idiom, colloquialisms and pertinent cultural references.

R-5 Reading proficiency equivalent to that of an educated native. Can read extremely difficult and abstract prose, as well as highly colloquial writings and the classic literary forms of the language. With varying degrees of difficulty, can read all normal kinds of handwritten documents.

c. The Older Reading Tests administered by the Language School follow more traditional standardized objective test patterns. As in the case of the oral interview, the levels of reading proficiency are defined on a "0" to "5" scale. Several versions of the tests are desirable for test security. Developing such tests is a time-consuming and expensive proposition. The School, in cooperation with Psychological Services, is currently undertaking the preparation of new tests,

written according to a new (much improved) format. Completed are new tests in a single version in German, Italian and Spanish. Preparation of single versions of French and Russian reading tests are underway. Because of limited Staff time, preparation of these new tests has been done on a part-time basis. It has taken roughly fourteen months of part-time work to write the items, field test, analyze statistically and make the final selection of items to produce the above tests. Reading tests in other languages have been revised over the past eight years, but vary in quality and reliability. New forms are urgently needed.

Ideally, reading proficiency tests should be updated by 10% of the items annually, field tested and selected at random by computer for each new candidate.

Neither the Language School nor any other government agency has, as yet, elaborated the original FSI/Civil Service guidelines for assigning reading proficiency levels.

d. Testing Performance

Considering the increasing demands placed on testing by the incentive programs and the limited staff resources, it is the NAPA Team's general impression that the Language School's Testing Unit has performed well. Though limited in numbers and spread overly thin between training and testing, the professional staff has demonstrated its capability and creativity in conducting a highly professional language testing operation. They are fully up-to-date in their methodology and are also making professional contributions in the field. We

e. Problems in Testing Performance

This is not to say that there are not some critical problems concerning

testing that require attention. Many, but not all, of the problems are external to the Language School, or at least dependent on a better understanding of the nature and limitations of proficiency testing and on adequate resources and support.

(1) The demand for testing has increased rapidly because of the current interest in language skills. As a result of the announced new incentive programs, it is estimated that the demands for testing could jump 50% during the next several years and then level off at perhaps 25% above the present level. The School clearly does not have the staff resources and the budget to cope with this increase and also conduct the research and development necessary to operate with the high professional standards demanded by the Agency.

(2) While the Agency has language requirements, and therefore, potential testing requirements in 83 different languages (Chart 4), it has a testing capacity in only 31 languages. Of course, many of these requirements are in fairly obscure languages. It is obviously difficult to justify on a cost/benefit basis the development of expensive written tests in several versions when the demand is low. One estimate we received was that an original single version, fully field tested and normed, would cost between \$10,000 and \$14,000 if developed on an outside contract.

Yet, an incentive system that must include these more esoteric languages will require some sort of certification of proficiency level.

(3) For many of the languages the demands are clearly so limited that fully tested and normed tests are not practicable. It will be necessary to ad hoc tests and testing arrangements both internally and externally to

meet these demands. Though not ideal, alternative arrangements for testing in many languages will have to suffice. An extension of the use of the ROPE testing technique is one possibility. Others have been discussed with the Language School.

(4) It is obvious from reviewing existing data and from the many interviews that were conducted by the NAPA Team that the present inventory of tested language skills is seriously incomplete. Many who have language skills have not been tested. A number of test results are so old as to be meaningless. (Reliability and comparability was not achieved until 1970.)

f. Criticisms of Testing

The NAPA Team has heard the following criticisms of foreign language testing:

-- Testing is not task oriented; that it does not test the candidate's specific ability in such specialized fields as economics, agriculture, weapons systems, energy and various scientific and technical fields.

-- Testing pays more attention to pronunciation, structural grammar and to the use of socially correct (prestigious) forms of expression and vocabulary, than to the gross ability to get one's ideas or instructions across by any and all means, whether linguistically or culturally correct or not. The implication is that getting your thought across is more important than correct usage. We heard a number of times that a person known to the interviewee was able to perform well in a job that was listed as requiring a "3" level of proficiency or higher, yet the test results on that person showed them as being at the "2" or "2+" level.

-- A person who can function equally well in two reasonably identical

situations requiring different languages will, in some cases, test as much as a full numerical level lower in one language than in the other. The suggestion is that tests in some languages are easier than in others, i.e., not comparable.

-- Tests administered by the CIA are in some cases easier and in some cases harder than those administered by the FSI. We also heard the reverse.

-- In some cases, individuals have been given the same version of a written test in a given language several times--to the point of almost memorizing the test.

-- It is hard to find out your score on a test and harder to find out why you were rated at a particular level. (We are expected to accept and not to question why or how.)

-- Some persons who in fact are native speakers or who have passed in the country as native speakers have been given test ratings below the "5" level--the level defined as "native."

g. Comments on Criticisms

The NAPA Team was not surprised to encounter these criticisms. It is not surprising where a cash incentive, or possibly a promotion, depends on a test score; that, if the candidate does not receive a score that he or she thinks is deserved (or that will provide cash incentive payments), they will frequently look for problems outside themselves--blame the tests, the testers or the standards. We were, in fact, surprised that the testing procedures and ratings were so generally accepted. Still, these criticisms must be examined. There is always room for improvement.

-- We did encounter some misunderstanding about the tests, the testing procedures and what can and is being tested. Conversely, a number of interviewees in the Directorates had strong views on what should be tested and how.

The Language School's view is that it has been charged by the Agency to test "general foreign language skills," i.e., a skill which may be transferable to another job or post regardless of the present subject area expertise of the testee.

Some of the end users of the test results, as well as persons being tested, feel that these should be task-oriented and should test "specialty" as well as "general" use.

Others feel that testing, like training, places more emphasis on accent, grammar, precise vocabulary, fluency in speech and accuracy in comprehension than on "communication"--the total activity involved in human interactions associated with verbal speech.

-- Communication is generally considered to involve much more than language skills--personality and cultural factors, professional and educational background, kinesics (body language), thought and articulating processes, acceptance or respect for what one has to say and, of course, manner and social usage. It is obvious that the purpose of learning to speak and understand a foreign language is to facilitate communication, and that the Agency needs highly skilled communicators. Also, it is easy to confuse technical proficiency in speaking a language with facility in using the language in a variety of communicating situations for the purpose of achieving a desired goal, cooperation, etc.

From a testing point of view, it is one thing for a tester to make judgments on such factors as accent, structural or grammatical accuracy, extent and use of vocabulary, fluency and comprehension, and quite a different thing to make judgments on those more diffuse factors that influence effective communication--cultural background, personality and professional characteristics, kinesics (body language) factors, etc.

The former can be accomplished with a remarkably high degree of precision and agreement by trained native speakers of the language and linguists. The latter is really related to the evaluation of job performance and can best be done by the immediate supervisor.

The trained testing teams can and do give reliable judgments on general language proficiency which is a critical element in communication. Assignment officers must look elsewhere for judgments on job suitability and on whether the candidate can establish credibility and rapport with people of another culture whether clients or people on the street. As we pointed out elsewhere in this report, language skills, while useful and frequently critical in intelligence work, cannot take the place or override other necessary qualifications and characteristics.

For the present, at least, judgments on communicative facility should not be expected from the general proficiency testing which is performing with an acceptable degree of reliability.

However, research efforts which are being made to find ways of training and testing that encompass factors of cross-cultural communication and also better and more reliable means of determining aptitude and effectiveness of an individual in cross-cultural communication should be encouraged.

-- Specialty or task-oriented training and testing is of obvious interest to those who are preparing for a specific job assignment, i.e., the officer who is going into an economic job wants to acquire a useful economic vocabulary and would like to be tested on the vocabulary and material with which he is most familiar. While this does not necessarily conflict with "general proficiency testing," it is an additional element that complicates testing. Tests would have

to include special materials covering the dozens of different substantive specialty fields identified by the Agency--a near unmanageable task.

Experts generally agree that the first and most meaningful task of proficiency testing is to test the "general language skills," i.e., skills that would be transferable or would serve as a basis for acquiring the vocabulary that would be needed in any assignment. In other words, the principle task of testing is general and should determine the proficiency or ability of the candidate in handling the different features of the language, i.e., pronunciation, accent, structure/grammar, general vocabulary commonly needed in living and working in a foreign culture, fluency or ease in speech and comprehension. If these are matured to the degree expected by level "3", it is a good indication that the candidate can adapt to new situations and acquire the needed vocabulary with relative ease (in the same way those of us who know English can pick up the vocabulary of a new job).

Conversely, if the person has not internalized the structure, still has to mentally translate what he wants to say and is uncertain about grammatical problems, they may still be able to add vocabulary, but will continue to fracture the language and never be certain how fully or accurately a point is understood.

We support the concept of general proficiency testing as basic, but suggest that there may be ways in which the structured interview used in the tests can also involve the candidate's interests or specialties. For certain jobs like translation of economic material, task referenced testing, i.e., testing the candidate on the type of material he will be translating, would be desirable. Some possible ways of doing this have been discussed with the professional staff of the Language School.

-- Some differences in rating judgments by different teams of testers are almost inevitable, particularly between languages. Considering the differences between such languages as French and Japanese, and also the differences in the cultural milieu in which each language is used, it is hard to determine whether 25X1 a "3" in speaking French equates with a "3" in speaking Japanese.

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-- It is reasonable that the Language School establish procedures to provide prompt feedback to persons being tested and, at the same time, give the tester a diagnostic analysis of rating and particularly on those factors where the person is weakest. If done in a helpful manner, this could serve to motivate the candidate to improve his/her proficiency.

In all fairness to the Language School, this is not currently possible, simply because of professional staff shortages.

-- While candidates for testing are given a sheet describing the testing procedures, the candidate also needs to know a little more (in non-technical terms) about what factors are taken into account in arriving at the composite numerical score and about what is being tested and what is not being tested. For example,

they need to be told that their knowledge of a particular substantive field or situation is not what is being tested; nor are the testers attempting to probe sensitive or embarrassing situations. The purpose is simply to elicit representative language patterns, vocabulary, etc., on which judgments of performance can be made.

-- Some apparently think of "5" level as the "perfect 10" in language proficiency, attainable only if you are a "native speaker," brought up and educated in the language. It should be noted that the standard definition clearly states "proficiency equivalent to that of an educated native speaker."

The more critical problem is that of trying to rate persons who are native speakers of a language on a scale that was never intended for rating native speakers. This has caused understandable problems for the testing program-- problems that are probably unnecessary. Some type of a different scale and procedures for judging suitability of native speakers for different language tasks is necessary.

The professional staff of the Language School is currently considering some creative alternatives.

h. Summary and Conclusions on Performance Testing

-- Testing is critical to the success of any monetary incentive program.

-- As the Agency develops a comprehensive plan for tackling its serious language deficiency problem, testing will inevitably play an important role.

-- The standards and reliability of tests in those languages in which the Language School has facilities are acceptable and should be supported and defended by management.

-- While the present professional staff is coping admirably, it is under

increasing pressure as more testing is demanded in more languages. An increase in both staff and budget resources will be necessary to accomplish the task ahead.

i. Aptitude Testing

Testing for aptitude in learning a foreign language has been used by the Agency for some time, largely in connection with the recruitment of Career Trainees. Persons assigned to language training are also expected to have a language aptitude rating.

Psychological Services administer both a battery of tests that includes a section on language learning aptitude and also the Modern Language Aptitude Test (MLAT). MLAT is judged to be the most useful of language aptitude tests for predicting aptitude in learning to speak a foreign language.

As in any test of this sort, it serves more as an indicator than as an absolute in predicting actual performance. There are many variables which can affect learning, i.e., motivation, personal problems or distractions, learning environment, attitude and ability of the teacher, etc. Students also respond differently to various methods, supplementary support materials and audio-visual systems.

Still, studies have shown that aptitude testing is useful for certain purposes. Without going into details of how the test is designed, administered or scored, it is sufficient to note that persons who score in the "average" range may or may not do well in the normal learning situation--depending on the other factors mentioned above.

On the other hand, those who score above average and at the top of the scale will predictably do well in 60% to 70% of the cases.

At the other end of the scale, it usefully predicts that 60% to 70%

of the below average scorers will do poorly and that they are likely never to achieve a "3-3" level of proficiency. For all practical purposes, they will end up as terminal "2's" or lower. The difficulty of the language in relationship to aptitude may also have some bearing on the level of achievement.

The MLAT is less useful for measuring aptitudes on non-English speakers and probably should not be used for that purpose.

The Agency is generally aware of the significance of using the MLAT in recruitment and for making assignments to language training, particularly long-term training in the so-called "hard" languages, but is somewhat lax in applying it.

The screening process for Career Trainees (CTs) seems to be fairly good even though the MLAT is not administered prior to entrance on duty. Among the last four classes [redacted] recruited:

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It appears that MLAT scores are not consistently or routinely used in the selection of persons to undertake long-term language study assignments-- even for the so-called "hard" languages. In some cases tests are administered

only after the person starts language training. It is used more as a part of the diagnostic process to explain poor performance or to confirm a decision to remove a student from training who is doing poorly.

While the aptitude test is not infallible and other evidence should be used in conjunction with the tests, it is apparent that systematic use is not being made of aptitude test results in selecting persons for long-term language training, i.e., in the more difficult languages.

6. System-wide Issues

There are a number of system-wide issues that relate to the Language Incentive Program but also have implication that go beyond the Language Incentive Program. These issues deal with (a) Language Incentive Program goals/criteria, (b) inequities, (c) language testing, (d) program leadership, (e) tracking results/program evaluation, (f) relationship of awards to performance appraisal, (g) program understanding/communications and (h) funding.

They are listed in the order given to indicate a general sense of priorities as we see them. Comments on each issue follow.

a. Program Goals/Awards Criteria

The goals for the Language Incentive Program are not clear. The present goals are broadly stated in terms of rewarding job-related utilization and encouraging achievement and maintenance of proficiency in selected foreign languages. This lack of clarify affects all aspects of the Language Incentive Program but is particularly acute with respect to the Language Use Award.

As a result, there was great diversity in determining Unit Language Requirements. Specifically,

-- NFAC initially applied the LUA concept liberally as a broad incentive and to preclude adverse effects on mobility. Minimal consideration was given to real "hard" requirements in some offices. The result was that in December 1979, NFAC wiped out its 570 ULRs and suspended LUAs for 136 employees. It then reinstated 28 ULRs for overseas employees and has taken no further action on requirements in the United States pending completion of this annual review.

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[redacted] OTR Language School, and DDO applied the LUA to language

specialists; on the basis that: (1) the LUA at least was a recognition by top management of the professional nature of language expertise, (2) the LUA solved a perceived problem due to classification and current grade structures and (3) the belief that top management intended a liberal application of the LUA. The result is that of the 546 LUAs being paid as of 20 August 1980, 249, or 45.6% are being paid to language specialists (72 in DDO, 128 in DDS&T and 49 in DDA).

The purpose of the Language Maintenance Award also is not clear. The NAPA Team has been advised that the concept behind the LMA was that a person receiving the LMA would eventually be assigned to a Unit Language Requirement where he or she would use the language and be entitled to a Language Use Award. This concept does not come through in any directive nor did it come through in any general discussions the NAPA Team has held with groups or individuals about the MLA program.

DDO is applying the LMA to cases where it is known or projected that an employee will be assigned to a ULR position requiring that language for which the LMA is to be given. NFAC is considering applying the LMA in those situations where language is or will be desirable to help improve an employee's performance without regard to whether the employee will ever be assigned to a ULR position.

b. Inequities

The application of the present criteria and differences in treatment of the same factors among the three parts of the Language Incentive Program have resulted in inequities. Although life itself is unfair and all inequities in a system affecting thousands of people cannot be eliminated, the major ones

can. The major equity factors cited to the NAPA Team are these:

-- Applying the LUA to those who were hired primarily on the basis of their language skills. This was a theme that was heard in every meeting and while there is great respect for language specialists in the Agency and recognition of their value, the LUA was almost uniformly cited as an inappropriate form of recognition for these specialists.

-- Granting the LUA to those stateside as compared to DDO operations officers overseas. The Award was generally viewed by those outside of DDO, NFAC in particular, as appropriate for DDO personnel overseas where the use of language in an overseas environment places atypical demands on the individual. This, coupled with the fact that DDO personnel may be expected to have and use several languages in the course of a career, creates a standard few others meet.

-- Differences in award scales based on the extent of use (R, S, U) are recognized in the Achievement Award; they are not recognized in the Language Use or Maintenance Awards. The feelings of line managers and employees were not as strong on this point as on others; nevertheless, the inequity exists.

-- Differences in award scales based upon levels of proficiency required were not initially recognized under the LUA; this is currently being corrected with the LDC's proposed modification of 8 August 1980.

-- Differences in difficulty of languages are not recognized under the Language Use Award. The reactions on this apparent inequity were mixed. Some managers felt that once proficiency in a language was achieved, the differences in using a Group I and a Group III language were not that

significant. Others felt that recognition of the most difficult languages, particularly those of limited use in an employee's career, was warranted.

c. Program Leadership

The current directive on the Language Incentive Program (HN 18-30 dated 6 September 1979) is signed by the DDCI and "is current until rescinded." Implementation of the Language Incentive Program is lodged somewhere between and among OTR, the Language Development Committee and the Directorates. As a result:

-- The Language Development Committee is not sure of its charter or how to get its decisions into regulations.

-- Emphasis is being placed on Directorate needs without sufficient consideration of Agency needs and equity factors which extend across Directorate lines.

-- Broader issues dealing with policy concerning the importance of language to the Agency, how that importance is expressed in terms of needs and requirements, and how requirements can be met by involving all aspects of the Agency management systems are not being and cannot be addressed by OTR, the Language Development Committee or the Directorates individually.

d. Tracking Results/Program Evaluation

Issues with program leadership cited above result in a lack of central focus in tracking results and program evaluation. A lot of people and organizations are tracking parts of the language program; no one has it all and no one is charged with putting all the parts together or with making sure that the parts are compatible. What the real requirements for language skills are now or will be in the future are not currently available. Neither is adequate total

data available to evaluate the extent to which needs are or can be met and the most effective means of meeting them. Persons in the Agency have been extremely cooperative in providing information which starts to portray the picture necessary to track results and conduct program evaluation. Directions currently being taken by OTR and the Directorates and development of the kinds of evaluative data suggested in 7.b.(3) of this report need to be aggressively pursued.

e. Relationship of Language Awards to Performance Appraisal

The extent to which language awards are considered in performance appraisals is not clear although impressions gleaned by the NAPA Team suggest minimal consideration takes place. It is difficult for most adults to learn new languages and use them proficiently. Language awards are partial recognition of this factor. These awards deserve specific consideration in performance appraisals and in career progression (see 3.d. of this Report).

f. Program Understanding/Communication

Some lack of understanding about the Language Incentive Program exists. This was indicated in the meeting with the DDO overseas returnees and with others. While most of the problems dealt with the LUA and the LMA, indications were that there was some lack of familiarity with the Language Achievement Award Program in some quarters. This is not a major issue; it is reported here simply to indicate that publicity and communications on a program such as this are always difficult and require continuing attention.

g. Funding

Solid data on the cost of the Language Incentive Program, particularly for years FY 81 and on is not available. Part of this is due to the manner in which the criteria for the various awards is being applied; and part is due to

lack of adequate data. The impact of cost, which had not been considered previously, was one factor on NFAC's cutting off the LUA program in December 1979. Several managers the NAPA Team contacted expressed concern about the possible cost implications of the Language Maintenance Award, particularly if it is not carefully controlled and new criteria or guidelines are not applied. Funding problems should be resolved as new criteria for parts of the program are developed or revised and applied. One reason for citing the issue here is to call attention to the importance of building funding considerations into data requirements and reports and to give appropriate weight to cost implications of changes in the Language Incentive Program.

7. Improving Language Capability in CIAa. Introduction

Language capability in CIA can be improved; there are many forces at work now that will lead to success. But improving language capability is a long-term proposition; there are no instant solutions. Improvement will depend upon a broad approach--one that includes but goes far beyond the Language Incentive Program.

The three most important factors the NAPA Team believes need to be urgently addressed are: (1) clearly establish Agency-wide policy that foreign language is to be an important factor in career progression within the Agency; (2) institutionalize leadership for the program to ensure a long-term consistent approach in carrying out the program; and, (3) applying needed additional resources to the program. If these factors are given top management attention, the specifics of identifying language requirements, acquiring or developing language skills, matching requirements and projecting future requirements and how they will be met will follow.

b. Establish Agency-wide Policy on the Importance of Language

A basic policy commitment by the DCI is needed which indicates that:

-- A knowledge of foreign languages and foreign cultures on the part of the Agency personnel is essential in carrying out the mission of the Agency.

-- Each position in the Agency will be analyzed to determine the importance of language to the successful performance of the duties of that position.

-- To the maximum extent practicable, persons will be assigned to

positions having language requirements only when their language skills meet or exceed those requirements.

-- Systems will be established and maintained to enable evaluation of the extent to which (1) the Agency is meeting its requirements for languages and (2) managers and employees are carrying out their respective responsibilities in the acquisition, development, utilization and maintenance of language skills needed by the Agency--both for the present and the future.

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Such a policy would then serve as a framework upon which specific actions could be developed and against which results could be measured. The basic structure for such a policy already exists in [redacted] (revised 18 July 1978). That regulation contains much of the needed guidance regarding determination of requirements, testing, proficiency levels, training, and assignment of responsibilities. It lacks two important elements: (1) it is buried in the "training" section of Agency regulations when it needs emphasis as a priority DCI policy; and (2) the general purpose statement needs to be made in stronger terms reflecting the critical role of adequate language skills in fulfilling the Agency's mission.

Beyond this basic policy, specific actions need to be taken to ensure that language capability consideration will, in fact, become an integral part of personnel assignment, appraisal and promotions. We recommend that:

- (1) Proficiency in a language be a requirement for a CT's completion of probation.
- (2) Language requirements and their degree of importance (essential, desirable or morale factor) be included in position descriptions.

(3) Language skills be a factor in performance appraisals in relationship to their importance to performance.

(4) Language skills be a factor in consideration for promotion and that evaluation on use of language skills, as well as test results, be required as part of such consideration.

(5) Where having a difficult language of limited use, e.g., Korean, limits an employee's career opportunities, special actions in terms of assignments and rewards to compensate for the limitations should be considered. (See also Recommendation (d) under the Language Use Award Program.)

Since a knowledge of foreign languages and cultures on the part of Agency personnel is considered essential to carrying out the mission of the CIA, the basic foreign language policy of the Agency should clearly state that: "It is the expectation of the Agency that every employee who is potentially available for overseas assignments or for assignment to a domestic position requiring a foreign language competence, should have a tested proficiency at the comprehension S-3, R-3 level (comprehension Minimum Professional Level) or better unless otherwise specified or exempted in at least one foreign language before being advanced to the mid-career level. Failure to achieve these goals should be taken into account by promotion panels, along with documented extenuating circumstances, where appropriate, beginning in Calendar Year 1982."

To the maximum practicable extent, persons will be assigned to positions having foreign language requirements only when their language skills meet or exceed those requirements. A first goal would be to have 60% of all new assignments,

after 1 January 1982, filled by persons fully qualified in the required foreign language. The goal should be advanced to 80% by 1985--which is probably the maximum practicable achievement.

c. Institutionalize Leadership for the Program

Leadership for promoting language capability currently is too dispersed and its importance submerged. The basic policy is buried in the training regulations (18 series). But the program goes far beyond training--it involves recruiting, classification, training, assignment, appraisal and promotion policies and practices. It requires DCI/DDCI policy leadership, surveillance and commitment.

Under the Agency's present configuration, personnel management is delegated to the divisions, with the Office of Personnel Policy, Planning and Management responsible for Agency-wide policy and oversight on behalf of the DCI--reporting directly to him. A logical argument can be made for assigning program staff responsibility to OPPPM in support of DCI/DDCI since so many of the concerns regarding language affect, or are affected by personnel management and policy. Data on the status of language skills, by individual employee, are part of the OPPPM reporting system.

On the other hand, training and testing are vital parts of any attempt to improve language skills, and those responsibilities are vested in the Office of Training (OTR) and the Deputy Director for Administration (DDA). Since no organizational element presently controls all of the elements, an equally reasonable argument can be made for vesting program responsibility with the DDA.

However, regardless of whether the decision is made in favor of

OPPPM or DDA, the responsibility should be placed at the highest organizational level (Director of OPPPM or the DDA) to assure direct access to the DCI/DDCI and appropriate involvement of the Executive Committee for major program policy. For the first two years, reports should be made at least semi-annually to the DCI/DDCI on the status of progress toward Agency language program goals. The reporting system should meet the needs of line managers, starting with the DCI/DDCI and extending to the Directorates and staff officers supporting the program.

The Language Development Committee should be continued as the principal coordinating body advising the DDA or the Director of OPPPM on all aspects of the Agency-wide Language Program. OPPPM and OTR should be assigned significant support roles in advising on the Language Program, developing policies and procedures, implementing actions appropriate to their respective organization, participating in developing and maintaining the required data base and in program evaluation.

Each Directorate should identify a specific focal point for Directorate-wide information and monitoring to assure consistency and equity in the execution of the program.

Line managers should be held accountable for defining requirements and for acquiring, developing, utilizing and maintaining skills of their employees necessary to meet them.

Employees should be informed of the extent to which language skills are or will be important to their careers and that they will be evaluated and treated on the basis of their efforts to acquire, use and maintain skills commensurate with Agency needs.

Special attention needs to be given to an adequate monitoring and information system. Data which we consider essential for systems monitoring includes the following:

- (a) Requirements for languages by organization in terms of ULRs and the positions in which language is desirable or a morale factor.
- (b) The extent, by position and organization, to which requirements are being met.
- (c) The proficiency level, if one exists, of new hires and/or the Modern Language Aptitude Test Score.
- (d) Test scores of current employees who have language proficiency useful in their positions or potentially useful in the Agency.
- (e) Summary data by job and grade level on language requirements by Directorate and Agency-wide and on skills available (see Chart 4).
- (f) Data which can be used to relate training and awards to use.
- (g) Data which will permit evaluation of the relationship of language proficiency to successful performance and career progression.
- (h) Comparative data over a period of time which would show the extent to which organizations' language requirements are being met.
- (i) Projections for the future by occupation, by language and proficiency levels required.

The data listed and reports developed from it could serve as the primary basis for monitoring the program and for periodic evaluations of it.

d. Needed Resources

It is clear that if the Agency is to meet its language need, additional resources will be needed. These include:

-- Adequate resources to permit employees to take and complete language training without undue interruption to the work of their organizations. A developmental complement, such as the Agency has had in the past and other agencies use, is recommended. This complement should be assigned to the Office of Training for administration to assure that persons in training are "untouchable" during their training. Such a complement would enable the organization to fill in behind the person in training. It is recognized that the Comptroller is spearheading action now to obtain resources for the DDO; more will be required.

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requirements. If the Agency is to meet its language needs, emphasis will have to be on training by the Language School. The present staff can probably absorb additional students (since most classes are not filled), particularly if schedules are developed in advance. However, it will not be able to meet the kind of workload anticipated in these recommendations; additional staff will be necessary.

-- Resources to meet the testing requirements of the Agency. As indicated, the Language Incentive Program turned the spotlight on testing. A total Language Program would increase the intensity involved. Much needs to be done to make tests available, to update tests, to assure standardization of results. This is a slow, time-consuming, expensive process. It will take a heavy commitment of resources for the next few years at least. These resources are not available today.

Action should be started immediately to develop and maintain data on resources required--a prerequisite to obtaining those resources. While some resources may be found within the Agency, it is obvious that OMB and the Congress will have to provide support if the Agency is to fulfill its mission.

e. Language Considerations in Recruitment

Language requirements should be considered in recruitment with respect to their importance to job performance.

Language requirements should be clearly identified for recruiters and prospective employees. The level of importance to performance should be stated and this can be done in terms of whether language is essential to successful performance, desirable in that it improves performance, or--for those going overseas--is a "morale factor." Where language is important and a person has

no language proficiency, the MLAT should be used as a screening device. Anyone with a "poor" or "below average" aptitude should be employed only as an exception approved by an appropriately high official.

Where language is an important consideration in hiring, use should be made of a rate above the minimum where appropriate. The present practice with respect to CTs, which has shown excellent results, should be broadly expanded to other occupations.

Where languages are essential to performance and difficulty is encountered in recruiting, such as in the case of specialists in certain languages or language specialists requiring a combination of other skills, consideration should be given to establishing "special salary rates" as was done in the past for scientific and engineering positions.

f. Training

Training may be the most important and effective means by which the Agency can improve its language capabilities. The following actions are recommended to make maximum use of training to meet Agency needs:

(1) Both immediate and long-range efforts to plan and project assignments to include training are essential if stated job requirements are to be met. This will require a considerably larger number of persons being assigned to serious full-time training.

Realistically, this cannot be accomplished overnight. The immediate task is to identify priority requirements and concentrate manpower resources in meeting these needs first. In the long run, the Agency must move toward an assignment-training policy in which assignment to a ULR position for an employee without the required level of proficiency in the language needed

will be done only after training. Assignment without needed language training should be the exception in the future.

(2) More systematic use of aptitude test results should be used in selecting persons in whom the Agency is making a heavy training investment--particularly those selected to study "hard" languages.

(3) Periods of training should be determined which will more likely produce the proficiency level required.

(4) Pulling a person out of training before completing the prescribed course, or achieving the proficiency level prescribed, should become the exception rather than the rule.

(5) Realistically, the first goal the Agency could establish would be that of having 60% of the students assigned to training complete their training periods and achieve a proficiency matching the requirements of the new assignment. This may mean extending the standard periods of training in some languages and prohibiting pulling of students from training except in the most urgent situations.

(6) With its present staff, it is important that the School determine its priorities for instruction and concentrate on developing supplementary instruction material aimed at higher proficiency levels and on meeting specialized requirements.

g. Testing

It is recommended that:

(1) With limited existing resources, priorities should be set for developing needed new tests. When development of fully tested and normed tests is not practical because of limited resources, ad hoc testing arrangements

(internal to the Agency and external) should be established. Clearly, the concentration should be on those languages where the test demands are the heaviest and for languages of strategic importance. With German, Italian, and Spanish completed, this would suggest completion of French, Russian and standard Chinese as the most pressing priority. As resources become available, work should be begun on written tests in such languages as Arabic, Japanese, Polish and Portuguese. These languages are only suggestive. The important point is that the Agency should develop a means of setting and reviewing priorities from time-to-time.

(2) Inasmuch as foreign language proficiency testing is indispensable to improving the language capability in the Agency--foreign language testing should be made mandatory. Realistically, a complete rotation cycle of overseas personnel will be necessary to get an up-to-date tested inventory of existing language skills. As a goal, we recommend that the first round of Agency testing of personnel who have a current or particularly useful skill be completed by 1 January 1983.

(3) Research and development on language tests and testing procedures should be encouraged, especially with respect to: (a) the implications of measured achievement on teaching methods; (b) length of training required to achieve certain levels of proficiency; (c) correlation between aptitude test scores and achievement; and (d) correlation between speaking proficiency and understanding.

(4) For the present, at least, judgments on communicative facility should not be expected from the general proficiency testing which is performing with an acceptable degree of reliability.

h. The Language Incentive Program

The following recommendations are designed to build upon the existing Program, to strengthen goals and criteria for the three parts of the Program, and to remove existing inequities. The total program is graphically illustrated in Charts 6 and 7 on Pages 8 and 8 and summarized in Paragraph (4) below.

(1) The Language Achievement Awards Program

It is recommended that:

(a) The criteria for the Language Achievement Awards be modified to indicate that persons will be nominated for the Language Achievement Award when the proposed achievement will be of immediate or potential benefit to the Agency. The Award will be given to those with present or projected assignments to positions where language skills are "essential," "desirable" or a "morale factor."

(b) Consideration should be given to increasing the amounts of the awards for the more difficult languages (Group III).

(2) The Language Use Award

It is recommended that:

(a) The Language Use Award be modified to apply only to use in an overseas environment; that the Language Maintenance Award be substituted for the LUA in the United States. (See also (3) below.)

(b) Persons hired or appointed to their present positions based primarily on their language skills should be excluded from the LUA, LAA and LMA in the language upon which that appointment was based or mutually intelligible languages.

(c) The proposed modification of the LUA (see Appendix 4) on the

basis of a person having a lower proficiency level than that required is endorsed, but only for persons overseas. Whether the effective date should be retroactive depends upon the justification for such action. Caution should be taken in making this modification not to reduce requirements to satisfy employees at the expense of Agency needs.

(d) A modified Language Use Award is recommended for situations in which a difficult language is involved at a hardship post and the language has limited use in an employee's career. This follows State's new system and an award of 10% or 15% of base pay should be considered.

NOTE: No recommendation is made to recognize differentiations in extent of skill used--R, S, U. It is believed that employees overseas should be encouraged to use all three and that this should be an ultimate objective in granting the Award.

(3) The Language Maintenance Award

It is recommended that:

(a) The criteria for the Language Maintenance Award be clarified to reward language maintenance where there is immediate or potential benefit to the Agency from such action. Examples described in terms of several kinds of needs CIA has for language:

1. Where language is essential to successful performance in a position, such as a DDO case officer overseas, an LMA is appropriate to encourage maintenance for known or potential future assignments using that language.

2. Where language improves performance but is not a

requirement, the LMA could encourage maintenance leading to improved performance. This could be for present as well as anticipated use of a language. Examples might include support staff overseas and NFAC analysts.

3. Where language maintenance enhanced an organization's ability to meet its known or anticipated standby or reserve needs, an LMA appears appropriate. This includes, but is not limited to, assuring that there are adequate language skills in the Agency or its components to meet predetermined requirements--now or in the future.

4. Where career patterns indicate probable use of a language, whether it is essential or desirable in future positions, a Maintenance Award might be appropriate.

5. Where language is an important "morale factor" in present or proposed assignments but is not deemed essential or desirable, e.g., clerical and support personnel overseas.

(b) The Language Maintenance Award be made applicable where language skills are essential or desirable in the United States. This would mean a range of \$450 to \$750 a year for language use in a domestic situation at the 3 to 4 proficiency levels. For those currently in ULR positions in the US who are using languages at those proficiency levels, this would mean a reduction from the present \$1300 p/a of \$850 to \$550 p/a.

(c) In view of the recommendation above, a change of name of the LMA is recommended to indicate a broader concept than maintenance. Our preference would be to simply label it as the Language Incentive Award.

(d) Guidelines should be issued to make sure that language maintenance activities are in keeping with overall Agency needs.

Factors that should be considered are:

° Language maintenance activities normally should not conflict with a person's ability or time to perform his or her regular duties.

Judgments on amounts of on-the-job time devoted to language maintenance need to be balanced against the language needs of the Agency and the demands of the person's regular duties.

° The desirability of maintaining a language over a long period of time should be looked at in terms of options available. Is it more desirable and more cost effective to maintain a language through part-time training on-the-job, off-the-job training, or refresher or "immersion" training?

° How many awards should a person receive for languages in a year? It would appear that one LUA and one LMA or two LMAs might be appropriate. Beyond that, any additional proposed awards deserve very careful scrutiny.

(e) If the Language Achievement Award is increased for the more difficult languages, the present relationship should be retained between the two Awards (the LMA is one-half the LAA) for those languages.

(4) Summary of Recommendations on the Language Incentive Program

A summary of the recommendations on the Language Incentive Program is graphically shown in terms of "Use Factors" Chart 6, page 8 and "Equity Factors" Chart 7, page 8. Changes in the three Awards are discussed in terms of the headings on the chart.

(a) Importance. The Language Use Award would be limited to positions overseas in which language is essential. The Language Maintenance Award would be clarified to apply to present or projected assignments in which language use is essential or desirable in the US, and to apply to present and projected overseas assignments in which language skills are desirable or a "morale factor."

(b) Environment. The Language Use Award would be restricted to overseas environments only. In addition to the present scale, a modified use award is recommended (similar to State's and up to 10-15% of base pay) to recognize language difficulty, limited use in a career and hardship of the post of assignment.

(c) Agency Requirements. Language Awards would be based on Agency requirements (across Directorate lines) rather than by Directorate only. (See also comments under Section 6.b.(3)).

(d) Extent of Skills Used. No changes are proposed.

(e) Difficulty of Language. The LUA would be modified to establish, in addition to the present award, a separate scale to recognize language difficulty, limited use in a career and hardship of post (see b. above).

(f) Level of Proficiency. These modifications proposed by the Language Development Committee on 8 August 1980 (Appendix 4) are endorsed applicable to overseas positions only.

(g) Extent of Consideration of Language Skills in Hiring. Persons hired or appointed to their positions primarily because of their language skills would be excluded from the LUA. They would also be excluded from the LAA and LMA except for achievement and maintenance of language(s) other than the one(s) upon which the hiring or appointment was based or mutually intelligible ones.

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CHART 6

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PRESENT AND PROPOSED* APPLICABILITY
OF
LANGUAGE AWARDS BASED ON USE FACTORS

<u>USE FACTORS</u>	<u>AWARDS</u>		
	<u>LAA</u>	<u>LUA</u>	<u>LMA</u>
1. <u>Importance</u>			
Essential	Yes	Yes (O/S Only)*	Yes
Desirable	Yes	No	(?) (Yes)*
Morale Factor	Yes	No	No (Yes)**
2. <u>Environment</u>			
Domestic	Yes	Yes (No)*	Yes
Overseas	Yes	Yes	Yes
Overseas - Hardship	Yes	Yes (Yes)***	Yes
3. <u>Agency Requirements</u>	DD Only (Yes)*	DD Only (Yes)*	DD Only (Yes)*

* NAPA Team Proposals are in Parentheses.

** Does not include spouses.

*** Modified to take into account hardship, limited use and difficulty.

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CHART 7

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PRESENT AND PROPOSED*
DIFFERENTIALS IN AWARDS
BASED ON EQUITY FACTORS

<u>EQUITY FACTORS</u>	<u>AWARDS</u>		
	<u>LAA</u>	<u>LUA</u>	<u>LMA</u>
1. Extent of Skills Used (R, S, U)	Yes	No	No
2. Difficulty of Language (I, II or III)	Yes	No (Yes)**	Yes
3. Level of Proficiency (1-5)	Yes	Yes***	Yes
4. Extent of Consideration of Language Skills in Hiring, i.e., <u>the Critical Factor</u>	No (Yes)****	No (Yes)	No (Yes)***

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* NAPA Team Proposals are in parentheses.

** Modified to take into account hardship, limited use and difficulty.

*** Based on LDC approval on 7 August 1980 of biweekly awards of less than \$50 for proficiency levels below 3.

**** Except for achievement and maintenance of language(s) other than one(s) upon which hiring was based or mutually intelligible ones.

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i. Hiring, Retaining and Rewarding Language Specialists

As indicated in Section 3 of this report, hiring, retaining and rewarding language specialists present unique problems to the Agency. These problems are manifested by classification issues, limited career opportunities, and most recently, the application of the Language Use Award Program.

These issues need to be aired, and to the extent practicable, action should be taken to deal with them. Therefore, it is recommended that:

STAT (1) A Task Force be established to look at and report upon the classification and compensation of language specialists. This Task Force should be comprised of representatives of OPPPM and line managers from DDO and OTR responsible for language specialists. NFAC should also be represented as a major user of these special skills. The Task Force should be charged with looking at:

-- The value of language specialists to the Agency and how that value is reflected in classification standards and their application.

-- Comparative data on classification of language specialists in other agencies.

-- How mixed positions, those requiring language skills and other skills, i.e., scientific, technical or analytical, are treated.

-- Career opportunities for language specialists in the Agency.

-- The possible use of other awards for language specialists.

-- Whether and when in-hiring rates above the minimum and special salary rates would be appropriate.

(2) After the Task Force has reported and specific personnel actions have been taken on the basis of its report, the LUA for language specialists should be discontinued.

(3) The effective date of discontinuing the LUA should be a date where a pay adjustment or personnel action takes place for the specific individuals involved. This recommendation is intended to minimize any possible adverse affects of discontinuing the LUA on individual employees.

The above recommendations are based upon the following factors. First, the NAPA Team was impressed by the value of language specialists to the Agency as expressed by line managers. Second, application of the LUA to language specialists was interpreted as being the long-sought recognition from top management in the Agency of the professional nature of their activities. Third, cutting off the LUA for language specialists without taking other action to recognize their value to the organization would signal an abrupt reversal of recognition indicated earlier. The result could be extremely deleterious.

We do not imply or suggest that the results of the Task Force should or will make up for the discontinuance of the LUA. The main point is that the Agency must give continuing recognition to the importance of language specialists and do it in the most equitable way possible. Appropriate action in terms of classification, career opportunities, other awards and other compensation or pay practices can be far more important in the long run than the Language Use Award.

8. Goals

If CIA is to improve its language capabilities, as it must, we believe that it should act now to establish certain attainable goals. We suggest that the following be included in a total listing of goals that should be developed and met:

a. Goal 1: Promotion Considerations

Since a knowledge of foreign languages and cultures on the part of Agency personnel is considered essential to carrying out the mission of the CIA, the basic foreign language policy of the Agency should clearly state that: "It is the expectation of the Agency that every employee who is potentially available for overseas assignments or for assignment to a domestic position requiring a foreign language competence, should have a tested proficiency at the comprehensive S-3, R-3 level in at least one foreign language before being advanced to the mid-career level. Desirably every officer in the above categories should have 2 foreign languages as early in mid-career as possible, and before being advanced to the senior levels. This goal should be taken into account by promotion panels, beginning in Calendar Year 1982."

b. Goal 2: Assignments

To the maximum practicable extent, persons will be assigned to positions having foreign language requirements only when their language skills meet or exceed those requirements. After 1 January 1982, 60% of all new assignments should be filled by persons fully qualified in the required foreign language. This goal should be advanced to 80% by 1985--which is probably the maximum practicable achievement.

c. Goal 3: Mandatory Testing

Inasmuch as foreign language proficiency testing is indispensable to improving the language capability in the Agency--foreign language testing should be made mandatory. Realistically, a complete rotation cycle of overseas personnel will be necessary to get an up-to-date tested inventory of existing language skills. The first round of Agency testing of personnel who have a current or particularly useful skill should be completed by 1 January 1983.

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d. Goal 4: Development Complement

e. Goal 5: Task Force on "Language Specialists"

It is extremely important that the issue of hiring, retaining and rewarding "language specialists" in the Agency be addressed and settled soon.

We believe that a realistic goal would be to appoint such a Task Force by 1 January 1981, expect it to submit its report by 1 July 1981 and implement its recommendations by 1 January 1982. It is recognized that it may be necessary to effect specific personnel actions over a somewhat longer period consistent with the implementation plan; however, in no event should this require more than 1 additional year.

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APPENDICES

1. Listing of Meetings Held by the NAPA Team
2. Bibliography of References and Reports Reviewed
3. Preliminary Report on LMA - 11 August 1980
4. LDC Proposed Modification of LUA - 7 August 1980
5. Headquarters Regulation CIA Language
Development Program
6. Comments Received on the Final Draft of the Report

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Appendix 2

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Appendix 3

Appendix 4

Appendix 5

Appendix 6

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Appendix 4

Appendix 5

Appendix 6

Next 3 Page(s) In Document Exempt

Comments Received on the Final Draft of the Report

The first draft of the report was distributed for comment on 5 September 1980 with a response date of close of business 12 September. Eight copies were distributed to each Directorate, one to the IG, Comptroller and National Intelligence Council, and four each to the Language School and to OPPPM.

STAT Comments were received from the following: OPPPM, IG, Comptroller, National Intelligence Council, DDS&T [redacted] NFAC, DDA and the Language School. Copies of all comments received are in the files of this project.

Where the comments received raised significant issues, they are repeated or summarized and addressed below. Where the comments indicated agreement with the report or were editorial in nature, they are not shown here; however, every possible effort was made to adopt editorial comments.

STAT DDS&T [redacted]

ISSUE 1: "We find that Report's definition of the purpose of the Language Incentive Program too narrow. The new program was instituted in response, among other things, to the findings of the DCI's Task Force on the Linguistic Problem, which is nowhere alluded to in the Team's report. That Task Force correctly identified the shrinking linguist assets in CIA and called for a program 'to attract and retain qualified linguists in the Agency.' This, in our view, is a broader goal than the Report's definition of 'encouraging the development and maintenance of foreign language skills.'"

25X1 COMMENT: The NAPA Team took its definition of purpose directly from [redacted]

In the course of our study, it became apparent that the Team had

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to address the issue of hiring, retaining and rewarding language specialists. It is our hope that the recommendations contained in 7.h. will help [redacted] of the Agency meet their requirements for specialists. (Also see comment under Issue 3, OPPPM.)

ISSUE 2: "We also regret the inaccurate portrayal in the Report of the nature of the Intelligence Officer/Foreign Documents positions in

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[redacted] Lumping them in with instructors, transcribers and translators as 'language specialists' does not accurately reflect the nature of the IO/FD officer. While these officers must possess a high degree of foreign language competence in the performance of their duties, language is only a tool."

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COMMENT: There has been a tendency in the Agency to refer to persons in

[redacted] and to emphasize that aspect of their skills. To the extent our report does this it reflects current practice. We are concerned about how [redacted] other mixed positions are classified as well as perceptions in the Agency of them as purely or primarily "language specialists." It is our hope that the Task Force will address these issues and come up with a practical and innovative approach to them.

ISSUE 3: "we are very concerned that the recommended timetable for discontinuing the LUA is a step backward and we are pessimistic that yet another task force will come up with a viable program within those time constraints...we strongly recommend that it not be done away with until a better one has been devised."

COMMENT: We agree in principle. The specific timing of transition

from the LUA to some other program for language specialists will have to be a management decision. The important point is that the change should demonstrate top management's continuing recognition of the importance of language specialists and minimize any possible adverse effects of discontinuing the LUA.

OPPPM

ISSUE 1: "In order to ascertain the importance of language to successful performance of the duties of a job (p. 67), each position would have to be surveyed. Extensive job analysis would be necessary to make a valid decision regarding language need. This is a costly and time-consuming effort requiring many resources."

COMMENT: OPPPM envisions a far more sophisticated approach initially to determine the importance of language to the successful performance of the duties of positions than does the NAPA Team. While detailed job analysis will eventually be required for a variety of reasons, our thought was to have the supervisor indicate the importance initially by designating the requirement on the position description as "essential," "desirable" or "morale factor" and to reflect the specifics in performance appraisals.

ISSUE 2: "Restricting the granting of Language Use Awards (LUA) only to employees overseas (p. 75) would have a negative impact upon the morale of those employees at Headquarters and in domestic assignments who are required to use language skills."

COMMENT: We believe that restricting the granting of the Language Use Award only to employees overseas is sound because (1) the situation in

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which language skills are used is quite different overseas than in the United States, (2) achievement of the Agency's primary mission depends upon having employees overseas who have the requisite language skills, (3) there is a need the Agency is not meeting with respect to its overseas requirements now and the LUA can help, and (4) such action is consistent with that taken by other Foreign Affairs Agencies. A similar case cannot be made for persons whose duties are performed in the United States.

ISSUE 3: "I am reluctant to support a recommendation denying a LUA to language specialists (p. 82) until the task force completes its inquiry. If the thrust in retaining or hiring language specialists is to pay them more salary dollars for the use of their skills, the task force may want to consider continuing the LUA if it meets the same purposes."

COMMENT: We agree about discontinuing the LUA from language specialists prior to the completion of the Task Force report. (See comment on Issue

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Our concern is that there must be a solid and accepted principle or rationale for rewarding language specialists. We believe a case can be made for some action but that case does not exist today. Further, as indicated in our report, we do not believe the LUA is the appropriate kind of recognition for persons who were hired because of and whose basic compensation is based in part or en toto on language skills. We urge that the Agency take the general personnel and compensation practices applicable and apply them specifically to positions in the Agency requiring language skills. The requirements of the Agency for language specialists are different from any other Federal agency and

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are not reflected in the general personnel practices of the Federal Government for such persons. Therefore, present practices in other agencies should not control; they can provide useful comparative data.

LANGUAGE SCHOOL

ISSUE 1: "The NAPA report does not address the issue of Achievement and Maintenance Awards for persons who test at the 5 level...we believe that NAPA should consider this issue in its report."

COMMENT: We believe the Agency's decision to exclude the "5" level to be correct. This is the so-called "equivalent to an educated native speaker" level that is rarely attained as a second language through adult education or training. Most people who are truly at the "5" level have achieved that level of proficiency because they grew up and received their education in that language or grew up and were educated in a bilingual situation. Those few who learn a second language to that level as an adult deserve special recognition.

In order to avoid the confusion between the native speaker 5 and those who have achieved the equivalent as an adult by virtue of extraordinary effort, we suggest that a meritorious award, including a cash payment or additional in-class step increases be given those few extraordinary achievers. This should be done on a case-by-case basis on the recommendation of the Language School, and reviewed by the appropriate Directorate in terms of usefulness to the Agency and enhanced effectiveness of the officer.

Maintenance at the "5" level is not a problem. Once achieved, it can be considered permanent for all practical purposes.

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The NAPA Team certainly recommends the continuation of part-time programs at Headquarters and some expansion, if justified, by actual enrollments.

A stronger commitment to complete a prescribed course, and to regular attendance, should be required of students. If a student cannot attend 80% of the scheduled class hours (except in emergency circumstances), they probably should not be enrolled.

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